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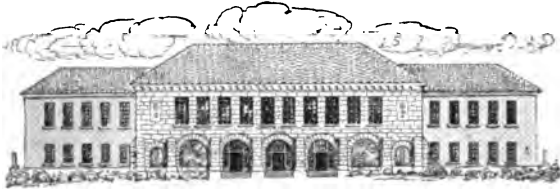
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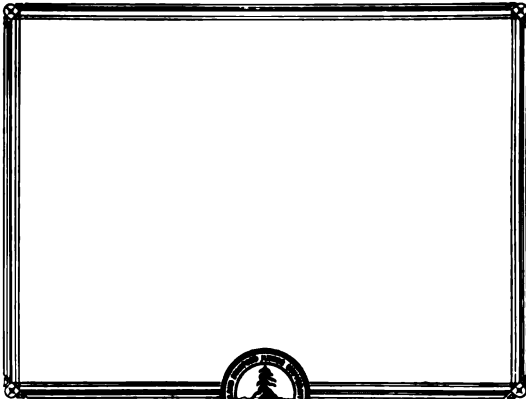
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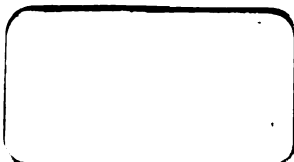




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PART-TIME EDUCATION SERIES, No. 11 DIVISION BULLETIN No. 9

UNIVERSITY OF CALIFORNIA
DIVISION OF VOCATIONAL EDUCATION
RESEARCH AND SERVICE CENTER

THE WORK OF JUNIORS IN
RETAIL GROCERY STORES

BY
RALPH EDWARD BERRY

Issued by
THE UNIVERSITY OF CALIFORNIA
in co-operation with
THE STATE BOARD OF EDUCATION

BERKELEY, CALIFORNIA
JULY, 1922

571.40
3153

LIST OF PUBLICATIONS
OF THE
DIVISION OF VOCATIONAL EDUCATION
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PART-TIME EDUCATION SERIES

- Bulletin No. 1.** Syllabus of an Introductory Course on Part-time Education. January, 1920. (Out of print.)
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- Bulletin No. 6.** Part-time and Continuation Schools Abroad—Reprints. November, 1921.
- Bulletin No. 7.** The Work of Juniors in the Telegraph Service. March, 1922.
- Leaflet No. 4.** Recreational Reading for Part-time and Continuation Schools. March, 1922.
- Bulletin No. 9.** The Work of Juniors in Retail Grocery Stores. July, 1922.
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FOREWORD

This is the fifth of a series of studies of junior positions in commercial occupations, made by the Research and Service Center of the Division of Vocational Education. The analyses deal with junior positions in the retail grocery business.

The material is published as a source of information for teachers of part-time and evening school pupils employed or looking forward to employment in this field. It is hoped that it will also be useful to employers of youths in the retail grocery field, and to teachers and others as a guide in making similar studies in other fields in which junior workers who come under the part-time act are employed.

The data for this bulletin were collected by Mr. R. E. Berry, Associate Professor of Commerce in the University of Wyoming, on leave of absence.

The study was directed and edited by Miss Emily G. Palmer, Special Agent for the Training of Part-time Teachers, University of California.

ROBERT J. LEONARD,
Director, Division of Vocational Education,
University of California.

ACKNOWLEDGMENT

The Research and Service Center of the Division of Vocational Education wishes to express its appreciation of the coöperation and assistance of S. J. Sill and Company of Berkeley, and the L. D. McLean Company of San Francisco, in whose establishments the major portion of the data for this bulletin was collected. Appreciation should also be expressed for the advice and assistance of the numerous neighborhood grocers in whose stores the analysis of the work of the "grocery boy" was made.

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INTRODUCTION

THE RETAIL GROCERY

The retail grocery, like most other mercantile enterprises, has undergone great changes during the last few years.

Probably the first organized agency which sold groceries in North America was the trading post. Then followed an establishment which was often a grocery store, dry goods and clothing store, shoe store, hardware store, community meeting place, and sometimes post office. The country general store, still to be found in many of our smaller communities, carries a small stock of almost every article needed by a person from birth until death.

Such a store has often grown in size with its community, without having undergone a change in character. Evidence of this fact appears in the sign "General Merchandise" which may be seen across the front of certain store buildings in cities of from 2000 to 10,000 population. From this older form of organization, typical of the small rural community, have developed a number of more or less closely related organizations, all dominated by one central activity—the selling of groceries.

Perhaps the farthest departure from the country store type of organization is the food specialty store. The former deals usually in groceries, fruits and vegetables, dry goods, clothing, shoes, and hats; hardware, queensware, leather goods, cigars, tobacco, stationery and candy; creamery products; hay, grain, feed, fuel, and ice; and perhaps in a half dozen other lines. The latter deals in one class of commodities, canned and packaged goods only, green groceries only, teas and coffees only, etc. This type of store will sometimes be found in the smaller communities, but its natural habitat is the large city.

The organization most closely resembling the country general store is the departmentalized general store, which is found chiefly in the larger cities. Establishments of this kind are in reality department stores either in embryo, or fully developed, handling not only the old staple lines of goods, but also meats, bakery and delicatessen goods, fruits and vegetables, light hardware, etc., each in a separate department of the store. These departments may be indicated merely by a placard in the store, or they may have their own organization in a separate room in the building.

Closely resembling the departmentalized general store is the large city department store, conducting a grocery as one of its many departments. While the departmentalized general store carries a wide variety of merchandise besides groceries, there are certain stores which carry only groceries and closely allied lines. These stores can be called grocery stores more properly than can any of the other mercantile organizations which sell groceries.

An interesting type of organization, and one which has spread very rapidly during the last five years, is the grocerteria or self-help grocery. This type of organization conducts its business on the "cash and carry" plan and allows customers to wait upon themselves. It renders no service, but relies upon price-appeal to attract customers.

As their volume of trade has increased and as their localities have grown in population, many stores in the retail grocery field have established branch organizations. The branch store plan has led to a more interesting and more significant development in the rapid spread of the chain store idea to the retail grocery field. Some of these chain stores are confined to a limited territory, others have spread over the entire country. The chain has been more extensively developed in connection with the grocerteria than with any other kind of store in the grocery field.

Another interesting recent development is the food department store. This is a grocery store with an organization similar to that of the large city dry goods department stores. A separate departmental organization is provided for handling the various commodities dealt with in the grocery trade.

This study attempts an analysis of the work of juniors in the larger retail grocery store as well as the smaller grocery store or neighborhood grocery. Everyone is more or less familiar with the general store form of organization found in the smaller grocery store and in the neighborhood grocery.

THE ORGANIZATION OF THE GROCERY STORE

The larger retail groceries are divided into the following six departments:

- (1) *The office.* In this department are found the accountants, book-keepers, stenographers, inter-department telephone operators, cashiers, the store executive, and often many other employees who specialize in some field such as buying, etc.

- (2) *The receiving department.* This department employs three kinds of workers:

- a. The truckers who are engaged in moving goods from freight cars or trucks into the storerooms;
- b. The checkers who keep account of the quantity and quality of the goods received; and
- c. The receiving clerks who superintend the reception of new stock.

(3) *The stock department.* In the larger stores separate warehouses are maintained and the goods are requisitioned from the warehouses to fill the shelves of the counter-sales department, or the order department. In the stock department we find weighers who are employed in packing goods, weighing staple commodities and wrapping them in convenient packages, e.g., two pounds of prunes, or a dollar's worth of sugar. The stockmen check in the stock from the receiving department and send it when called for to the order department or the counter-sales room. The warehouseman is the foreman in charge of the stock.

(4) *The order department.* This department puts up the orders which are to be delivered by the truck. In the smaller stores the goods for delivery are taken directly off the shelves of the sales room. In larger stores they are taken from open cases in the warehouse or storage room. In the largest stores the order department is a distinct department. Here are employed the runners whose duty it is to wait upon the order clerks. The order clerk reads off the goods called for in the order, and one or more runners bring the goods from the shelves and place them in the proper basket as the order clerk checks off the packages. The goods are then sent to the delivery department for delivery, and requisitions made upon the warehouse to replenish the depleted stock of the order room.

(5) *The delivery department.* This consists in most large stores of a score of auto delivery trucks and their drivers. In some grocery stores the packages for each customer are placed in a separate box or other container, so that the deliveryman does not have to be familiar with the goods, but merely drives the truck to the designated address and leaves the contents of the box. Loose articles such as sacks of flour or potatoes, or cans of coal oil, are marked "loose" on the delivery tag, and these are the only articles the truck driver must know by sight. In other grocery stores the packages are placed in large delivery boxes in such a way that they will be accessible in the order in which they are to be delivered. This plan saves the great expense of small individual delivery boxes, but it requires familiarity with the goods on the part of the deliveryman. Larger concerns employ truck helpers, especially on Saturdays and before holidays. While the truck is on its

way the helper finds the container to be delivered next, and runs with it to the door of the house. In the meantime the driver can be making a neighboring delivery or turning the truck around. The helper may have two or three deliveries to make and can be picked up later. C.O.D. orders are usually paid the truck driver only. Drivers or helpers are not authorized to hear complaints, make exchanges, or, in some stores, to receive orders from customers. Thus the necessary knowledge for this department is almost wholly centered about the care and running of the truck and the location of the city streets.

(6) *The sales department.* In the counter-sales rooms there are generally only two classes of employees, counter salesmen and porters, though larger stores also employ floor walkers, window decorators, etc. The porters keep the place clean and replenish the shelves when necessary. Each counter salesman sells his own particular commodity in so far as possible. In some stores the customer must purchase every type of article from a different clerk, e.g., breakfast food in the cereal section, eggs in the dairy section, coffee in the tea and coffee section, etc. Another member of the sales department is the solicitor. He visits only the larger establishments, such as hotels, restaurants, and the like. It is no longer customary for deliverymen to solicit orders at the homes of the smaller patrons. The solicitor must be thoroughly familiar with the stock and current prices, since he does not have the tagged goods actually before him. Even greater ability and knowledge are required by the telephone salesman, whose only contact with the person giving the order is by telephone. This is the highest paid form of salesmanship in the retail grocery store, and the form requiring the greatest familiarity with the goods and with current prices, and the greatest ability as a salesman.

THE CUSTOMER'S ORDER

The order is received in the telephone order department, over one of the telephones in the counter-sales room, is given at the counter by the customer, or is brought by the solicitor or occasionally by a deliveryman. Irrespective of the channel through which it comes to the store, the order is sent immediately to the cashier's office. In the cashier's office the order is stamped to show the time it was received, the tissue copy is removed for the office records, and the original and duplicate are sent to the delivery department.

In the delivery department all orders are received by the requisition clerk. This clerk makes out requisitions for items of the order which must be filled outside of the delivery department. The requisition

clerk then segregates the orders for each delivery route and places them in the pigeon-hole marked with the number corresponding to the proper route, the original and duplicate being kept together and marked with the route number.

At frequent intervals the order clerks come to the desk of the requisition clerk and collect the tags for the route for which they are preparing the delivery. The delivery clerks proceed with the tags to the shelves and collect the articles to fill the orders. As each order is filled, the articles composing it, together with the order tag, are placed upon the checking table.

Order tags which contain articles requisitioned from other departments, as well as C.O.D. order tags, are segregated and clipped together in their respective groups upon a board reserved for that purpose. Before the time for the delivery is at hand, the order clerks collect the items requisitioned from other departments and bring them to the checking table, placing them in a separate group from those filled in the delivery department.

For the use of the checker there are a large number of pigeon-hole compartments—one for each order—open at both ends and numbered at both ends. Between fifty and one hundred compartments are reserved as a section for each delivery route, and at the center of each section is a compartment containing a box for order slips. As the articles on each order are checked on the tag, they are placed in one of these numbered compartments. The number of the compartment which contains the order is placed upon the original and duplicate order slips. The duplicate is placed in a box reserved for that purpose in the central compartment of each section; the original is placed in a tray on the checking table for collection by the office department, or, in case of C.O.D. orders, fruit orders, and heavy orders, on a separate clip on the board beside the checking table.

The driver on each route brings his delivery boxes to the side of the order compartments opposite the checkers, and to the section of the compartments reserved for his particular route. He takes the order tags found in the box in the central compartment of his section and routes them for delivery. As each order tag bears the number of the compartment into which the articles on it have been placed by the checker, it is a simple matter for the driver to observe the number on each tag and proceed to the compartment bearing that number in order to find the articles called for. The driver packs the articles into his delivery boxes in the reverse of the order in which he has routed the tags, so that when he comes to deliver the first order he will find the necessary articles at the top of the box.

While checking the orders into his delivery boxes, the driver is supposed to see that the articles correspond with the order tag. Once he has left the store the driver is responsible for all articles called for on the order tag.

In some stores another method of handling the customer's order is followed. The order is received at the counter by one of the salesmen, over one of the many telephones, or by the telephone salesman. It is sent through a tube or carried to the order department. As the orders are received in the order department they are segregated into groups according to territory for each driver, the number of the driver being placed upon each order. The orders which are to be filled in the delicatessen department, vegetable department, or any other department are sent or taken to those departments. When an order contains items for two or more departments, the items to be filled outside of the order department are copied on blank tags and sent to the respective departments. All the orders or parts of orders to be filled in the order department are then taken in groups to the tables assigned to the various routes. At each table an order clerk takes the individual orders and proceeds with them to the shelves in the order department. As the clerk selects the various articles, he checks them on the order and takes them to the table, placing the order on the spindle. The articles on each order are kept as close together as possible. If any item on the order cannot be filled, a "short" tag is made out. The attention of the head order clerk is called to the shortage and a substitution is made, or the order is held out until the customer is notified. If the price of any article has not been entered on the order tag, the order clerk fills in the price when he selects the article. If the price happens to be incorrect the order clerk makes the change as he selects the article. In either case a correction tag is made out for the accounting department.

After the orders have all been filled and the drivers are preparing to go out, they route the orders. After the orders are routed, the drivers check the articles into the delivery boxes in the sequence in which they appear on each order. In some stores they are assisted by the order clerks. Each driver then assembles his order boxes from the order department, delicatessen or other departments, upon his truck, and is ready to start on his route.

OPPORTUNITIES FOR JUNIORS IN THE GROCERY TRADE

The grocery business presents opportunities for advancement both to the young employee in the neighborhood grocery where he is known as "the grocery boy" and in the large organization where he may be only one of many junior employees.

The "grocery boy" in a small store is in a position where, under proper guidance, he can study the grocery business and the methods he sees in operation to better advantage than the junior employee in a large store, for, as the analysis of his job shows, he does, in the course of one day or another, practically everything there is to be done in the retail grocery business. Should he later decide to go into the grocery business for himself (and this has been done with only \$500 capital), the experience he has had, especially if accompanied by a special study of various phases of the business, will greatly increase his chance of success in this field.

The junior grocery clerk in a large departmental organization has not the opportunity for the broader general training which the boy in the small store receives. Nevertheless, his position, too, has its advantages. As can be seen from a study of the "Promotional Possibilities" under each job analyzed, the boy in the large organization has an opportunity to work up to higher positions in the department and even to become head of the department. He also has the advantage which comes from simply being a part of a large organization and the consequent acquaintance with large scale organization, management, system, and routine. The management of branch or chain stores may also be open to him.

Finally, it appears that the very large field of wholesale salesmanship is open to junior employees in the retail grocery field. The wholesale house is ever anxious to recruit promising material from the retail field for its selling organization. Many, perhaps most, successful salesmen in the wholesale field have had their early training in the retail grocery.

The part-time school has an opportunity to give part-time pupils whose interest lies in the grocery field material for study which will help them to advance in that field. It is hoped that this bulletin will be of assistance to teachers in the discharge of their duty toward the large number of part-time pupils who are employed in the retail grocery field.

ORGANIZATION OF THE STUDY

The first part of the bulletin is an analysis of five jobs in which juniors are employed in the retail grocery field. The analysis of each job is divided into four sections, as follows: I. General Facts Concerning the Job; II. Duties; III. Required Knowledge; IV. Promotional Possibilities.

Section I includes a statement as to the place of employment, time required to learn the job, and entrance requirements.

Section II is a list of all the regular and occasional duties performed on the job.

Section III gives a detailed statement of the knowledge required to perform the various tasks listed under Section II. It is intended to include in this section only those units of knowledge without which the worker could not perform the various tasks listed, hence they may be called direct value units, as they are of direct value in the performance of the tasks listed.

Section IV lists the more probable promotional possibilities from the job in question.

Part II of the bulletin contains a statement of the background knowledge which will be helpful, not only to the worker on each job, but to all who are occupied in the retail grocery field. Under the background topics is included such information as will broaden the worker's understanding of the retail grocery business and show him his relation to the service he performs, both as an employee in an organization and as a contributor to the social good.

Under Part II will also be found five sample lesson plans, as well as additional suggested lessons, for the guidance of teachers in using the bulletin. There is also a list of terms commonly used in the retail grocery field, a list of producers, manufacturers and distributors of nationally advertised groceries, and another of grocery trade journals and books.

HOW TO USE THIS BULLETIN

There is no justification for publishing this bulletin and similar bulletins unless they can be used for the benefit of boys and girls employed in the positions analyzed. In almost every part-time organization there will be found one or more "grocery boys" or other junior employees of grocery stores. In the hope that this bulletin may be of benefit to these junior employees, the following suggestions are made for its use in the hands of coördinators and teachers.

1. *Coördinators* will find in this bulletin an analysis of practically every task performed by a junior employee in a large or small grocery store. If there are any junior employees of grocery stores enrolled in their part-time classes, coördinators should study all the material found in this bulletin. This will enable them to meet the employers of these youths on familiar ground in the discharge of their duties as coördinators.

2. *Teachers* of part-time youths employed in grocery stores may use this bulletin in the following ways:

(a) They may place it in the hands of the young grocery employees and ask them to compare their own job with a similar one analyzed in the bulletin. This will lead the pupil to study his own job or a job to which he might be promoted. It will also serve as a basis for a subsequent discussion of good and bad ways of doing that job.

(b) They may place it in the hands of individual junior grocery clerks with suggestions that they select for study those portions of the background material which are of special interest to them. The teacher can then be of assistance to them in studying those subjects.

(c) They may ask the opinion of the employer as to what portions of the background material could be studied by his junior employees with benefit to the store. They can then advise and assist the junior in the study of the topics selected.

(d) They may use the direct value units of required knowledge for each job, and the whole body of background material found in Part II of the bulletin, as a guide in mapping out a comprehensive course of study and reading for junior grocery clerks. For example, on page 44 under "Kinds of grocery stores," will be found "The neighborhood grocery." The teacher can look up book or magazine references on the neighborhood grocery and place the material found at the disposal of the pupil. Each topic and sub-topic in the whole body of background material can be treated in the same way and a course of study and reading thus mapped out to cover a one-year or two-year period.

The work thus outlined should include, in addition to the general background material found in the bulletin, some investigation and research of an elementary nature by the junior grocery employees. These investigations should cover at least the following topics:

1. Store management.

- (a) Methods of bookkeeping.
- (b) Use of the floor and wall space.
- (c) Cash and credit policies.
- (d) Service policies.
- (e) Unusual services as trade getters.
- (f) Stores which run "leaders"; when they are run; what they are.

2. Salesmanship.

- (a) Ways of greeting customers.
- (b) Ways of closing a sale.
- (c) When the sale should be considered closed.
- (d) Different classes of customers entering the store and how they are handled.

3. Merchandise.

- (a) Stock which turns over slowly.
- (b) Stock which turns over rapidly.
- (c) Methods of production and manufacture, and uses of staple and nationally advertised products.

(Publications on various products can be secured through the *National Grocer*, from local retail dealers' associations, and from practically all manufacturers of nationally advertised products.)

4. Local retail grocery business.

- (a) The kinds of stores represented; the number of each.
- (b) Favorable and unfavorable locations.
- (c) The proportion of the grocery business handled by each class of grocery store.
- (d) Causes for failure in the grocery business, including:
 - (1) overstocking,
 - (2) price cutting,
 - (3) too much credit,
 - (4) hard times,
 - (5) lack of training for the business,
 - (6) too much competition.

(e) If the teacher in the larger cities can form a group of junior grocery clerks, she can follow with the class the plan outlined above for individual pupils. In addition, she can, each week, select from the bulletin certain topics for class discussion. In order that she may lead the discussion to the greatest profit of the pupils, the lessons should be carefully planned. The "Suggestive Lesson Plans," page 52, will serve as a guide to the teacher in planning for the hour's discussion *by the class* of the topic selected.

(f) Finally, any teacher who has one or more junior grocery clerks enrolled in her classes should read the whole bulletin carefully, so as to be familiar with the work of the pupils and the environment in which it is performed.

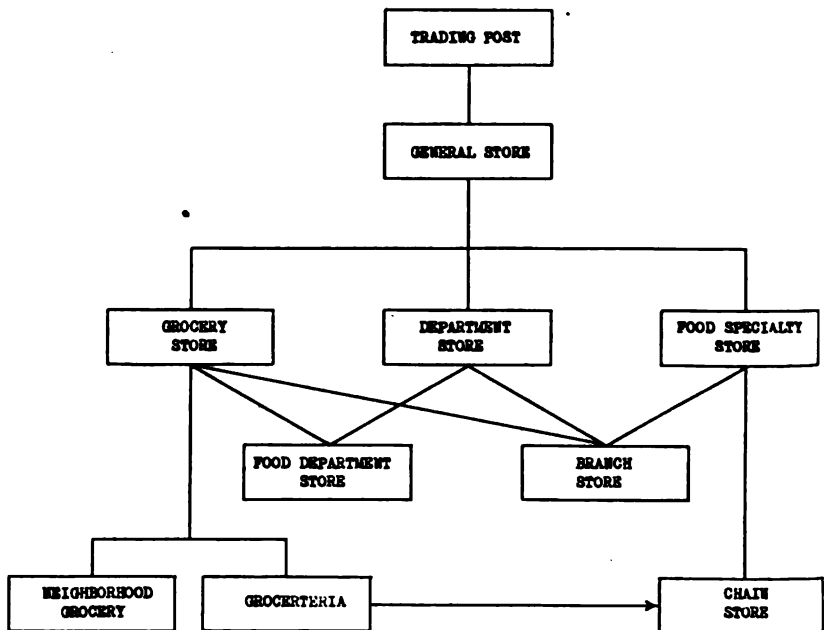


CHART SHOWING THE LINES ALONG WHICH THE RETAIL GROCERY STORE HAS DEVELOPED IN THE UNITED STATES

PART I

ANALYSES OF JOBS

THE GROCERY BOY

I. GENERAL FACTS CONCERNING THE JOB

The most frequently found young grocery employee is the "grocery boy." He is unknown in the large city store where the work is organized in departments and where each employee has a certain task to perform. He will, however, be found in hundreds of neighborhood grocery stores and sometimes even in a larger store where a "man of all work" is needed. His duties, as the following analysis will show, include, in turn, delivery man, janitor, stock clerk, order clerk, and salesman. In fact, he does at one time or another, practically everything that all the employees in the larger grocery stores are called upon to do.

Place of employment: neighborhood grocery, or small grocery store.

Length of learning period: about one month.

Entrance requirements:

Age: fourteen years or older.

Sex: male.

Personal qualifications: quickness, neatness, accuracy, steadiness.

Physical qualifications: good eyesight and hearing; normal strength; no deformities of arms or legs.

Educational qualifications: preferably at least eighth grade.

II. DUTIES

As janitor

Air the store each morning.

Sweep the floor and dispose of the debris according to instructions.

Clean the bread and pastry cases.

Dust off the show cases and exhibits of goods.

Clean the scales and the counters.

If there are any outside displays, take them out in the morning and bring them in in the evennig.

Care for flowers, ferns, and decorations.

Cover displays and exhibits at closing time.

Occasionally wash windows and show cases, and scrub the floor.

As stock clerk

- Refill jars of pickles, peanut butter, etc., from the stock.
- Fill egg cartons from the cases, tie the cartons and place them on the proper shelf.
- Examine the bins of bulk goods and refill those which are empty.
- Put fruit and vegetables that are kept on ice at night in the ice box in the evening and bring them out in the morning.
- Use the hand truck to bring in incoming cases, boxes, crates, and sacks of goods.
- Unpack the goods in boxes, crates, and cartons.
- After checking (see duties as checker), stack the incoming goods in the proper place in the store.
- Carry out empty cartons, boxes, crates, cases, etc.
- Trim newly purchased vegetables and arrange them in the proper bins or stands for sale.
- Proceed with pad and pencil to the shelves in the sales room and make a list of stock needed to refill the shelves, noting the kind, brand, and quantity.
- Get the articles needed from the stock room.
- Bring the record of reserve stock up to date by subtracting the articles removed.
- Dust the stock secured before leaving the stock room and adjust any loose labels.
- Bring in the stock secured and place in the proper section of the shelves in the prescribed manner, with brand names facing outward.
- Weigh out and package standard quantities or values of bulk goods (sugar, beans, prunes, rice, etc.) and place the packages in the proper section upon the shelves.

As order clerk

- Answer the telephone and take orders of customers.
- Answer inquiries in regard to time of delivery, prices, etc.
- Fill in the prices of the articles ordered.
- If the order is a C.O.D., mark it accordingly and indicate the total to be collected.
- If the order is a charge, look up the customer's balance, enter the balance in the proper place upon the tag, and include the old balance and the order in a new total. (Not done in all stores.)
- Tear the duplicate of the order out of the order pad and place it upon the proper spindle.
- Route the tags in the order in which they will be delivered.

Proceed, with the tags, to the shelves and select the articles needed to fill each order.

If any articles should be wrapped or tied, do this when putting up the order.

If delivery boxes or baskets are used, pack the articles into them in such a way that they will be accessible in the order of delivery.

As delivery clerk

Deliver orders to customers (delivery may be made on foot, on a bicycle, in an auto truck, or in a horse-drawn vehicle).

Purchase at another store articles that are not in stock, but for which there is an order.

Collect for C.O.D. orders or for any other bills which the customers desire to pay.

Make a record of money paid out or collected.

Turn in the record of cash handled and all cash collected.

See that cans, bottles, cartons, and other containers belonging to the store are returned to the store or that the proper record is made of their whereabouts.

As checker

Get from the manager, or from his desk, the invoices of incoming goods. Compare the invoices with the goods received, noting brand, quantity, quality, size, and condition.

Check on the invoice those items which are found to correspond with the goods.

Note on the invoice, opposite the item, any shortage, surplus, damaged goods, poor condition, or errors in brand or quality.

Report any errors, shortage, surplus, damaged or poor condition to the manager.

Return the invoice to the manager or to his desk.

As salesman

Learn the names of customers of the store.

Always greet customers promptly and pleasantly, calling them by name whenever possible.

Maintain a tactful and courteous attitude toward all customers.

Be ready to make suggestions to the forgetful customer, the customer seeking advice, or the customer who reacts favorably to suggestions.

In case of a credit sale or a cash sale of goods to be delivered, make out the sales tag as the customer gives the order, and give the customer the duplicate.

Secure the articles ordered by the customer from the shelves and wrap the purchases neatly, or put small articles together in a paper sack. In case of a cash sale, ring up the amount in the cash register and make the change.

In case of a credit sale, look up the customer's balance, enter it upon the sales tag and include the balance and the order in a new total. Give the customer the duplicate properly filled out before he leaves the store.

Open the door for customers who have their arms full of packages. If the customer has a car, assist in carrying the packages to the car.

Miscellaneous duties

Assist the manager or clerks in decorating the windows.

Assist in arranging table and counter displays.

Write price tags or window placards.

(Space left for additions.)

III. REQUIRED KNOWLEDGE—DIRECT VALUE UNITS

In regard to duties as janitor

The necessity for opening doors and windows before sweeping.

Proper methods and appliances for sweeping and dusting.

Best methods of washing windows and scrubbing floors.

Care in protecting food from dust.

In regard to duties as stock clerk

The location of various kinds of merchandise in the stock room.

The section of the shelves and cases in the sales room reserved for each kind of merchandise.

How to handle various kinds of bulk, case, and crated goods, such as pickles, potatoes, sugar, eggs, canned goods.

How to trim and arrange various kinds of vegetables for sale.

How to stack and arrange various kinds of goods upon the shelves.

How to keep a stock record up to date.

How to use a hand truck.

How to open crates, boxes, cartons, sacks, or barrels of various kinds of goods.

In regard to duties as order clerk

The proper way to take orders over the telephone.
The prices of all articles sold by the store.
How to make out a sales tag, either charge or C.O.D.
The method of keeping customers' accounts in the store.
How to find quickly any customer's account.
The customers who have charge accounts at the store.
The location of any point in the city, and how to route order tags quickly.
How to put up an order quickly, neatly, and carefully.

In regard to duties as delivery clerk

Ability to ride a bicycle—sometimes ability to operate an automobile or to drive a one-horse vehicle.
How to keep a record of cash receipts and disbursements.
The method used by the store in accounting for bottles, cartons, and other containers delivered but not sold to customers.
The location of any point in the city and the shortest route to that point.

In regard to duties as checker

How to recognize an invoice of goods.
A methodical way of checking goods received against the invoice which covers them.
Where the manager keeps the checked and unchecked invoices of goods.

In regard to duties as salesman

The proper way to meet and greet customers.
How to be tactful and courteous toward customers.
How to acquire skill in remembering names.
How to make tactful suggestions to customers in regard to purchases.
The uses of various kinds of groceries sold by the store.
How to make out a charge, cash, or C.O.D. sales tag.
How to add a column of figures on a sales tag quickly and accurately.
The location of each class of merchandise on the shelves.
How to remove various kinds of articles from high shelves.
How to wrap and tie a package of goods neatly, quickly, and securely.
The proper attitude toward the customer after the sale has been completed, or if the customer makes no purchase.
For additional direct value units see the Background Topics, pages 44 to 51, under the headings of "kinds of customers," "classes and brands of goods," "quality judgments," "methods of production and packing," "use of food products," "substitutions," "suggestions to customers," and "service."

In regard to miscellaneous duties

How to make neat and attractive letters with pen or brush.

How to arrange tastefully a window, table, or showcase display—one which will not only look well, but which will sell goods.

(Space left for additions.)

IV. PROMOTIONAL POSSIBILITIES

Since the "grocery boy" is usually found in the neighborhood grocery or small grocery store, opportunities for promotion within the establishment are very few. The chief value of the job lies in the many varied duties which the "grocery boy" is called upon to perform. This gives him, in a short time, a training in the grocery business which it would take much longer to acquire in a larger and more carefully organized establishment. Promotion, therefore, lies in the direction of the larger grocery store, or into the wholesale field.

STOCK CLERK

I. GENERAL FACTS CONCERNING THE JOB

Place of employment: the order department.

Length of learning period: about three weeks.

Entrance requirements:

Age: sixteen to eighteen years, or older.

Sex: male.

Special skill or training: none.

Personal qualifications: alertness, quickness, care in detail work, neatness.

Physical qualifications: good eyesight and hearing; no deformities of arms or legs; average strength.

Educational qualifications: preferably not less than eighth grade.

II. DUTIES

In checking depleted stocks

Proceed with pad and pencil to the various shelves of the order room and note the stocks which are depleted.

Estimate the quantity of each commodity needed and make notations as to quantity, commodity, brand, and size.

Move the old stock of each commodity so that it may be placed in front of the new.

Get a duster and dust the shelves if necessary.

In selecting new stock

Proceed to the stock room by stairs or elevator.

Go to the section containing the commodities desired.

Select the commodities, brands, and sizes needed, according to the data on the pad.

Place the boxes, cartons, or sacks of goods, on a truck and take them in the elevator to the order room.

In unpacking stock

Take any goods needed by the weigher, such as sugar, beans, or prunes, to the weighing section of the order department.

Open boxes or cartons of other goods and carry the goods to the proper section of the order room.

Dispose of empty boxes, cartons, crates, etc., according to the method followed by the store.

In restocking the shelves

Dust the new stock if necessary.

If the labels on any goods are loose, adjust them with mucilage or gummed paper before placing the goods upon the shelves.

Arrange the new stock upon the shelves in the proper place, with labels facing outward.

Place the old stock in front of the new.

When notified by the head order clerk of a change in the price of any article, change the price tag on the shelf where the article is located.

In acting as order clerk

In rush periods, or when not engaged in restocking the order room, assist the order clerks.

(See pages 37 to 40 for duties of the order clerk.)

(Space left for additions.)

III. REQUIRED KNOWLEDGE—DIRECT VALUE UNITS

The store.

The departmental organization of the store.

The name of each department head.

The commodities handled by each department.

The methods of communication between the departments.

Store rules and regulations.

The rules and regulations of the store regarding the hours of coming on and going off duty, and regarding the lunch period.

The rules and regulations of the store regarding the conduct of employees in the order department and delivery department.

The order department.

The number of delivery routes.

The number of deliveries, morning and afternoon, on each route.

The time of each delivery.

Location of the checking table or compartments for each delivery route.

Location of the different varieties of goods upon the shelves of the order department.

The personnel of the order department.

The stock room.

The organization of the stock room.

The location of the sections where each commodity is stored.

The location of various brands and varieties of commodities upon the shelves of each section.

The recognition of merchandise.

Recognition of brands, sizes, and qualities of standard package goods, such as Lipton's Teas, Heinz' Olives, etc.

Recognition of kinds and quantities of staple goods in bags, such as 10 lbs. sugar, 2 lbs. prunes, etc.

Knowledge of inferior, standard, special, and extra special brands of goods.

How to detect fermented goods in bottles or cans.

How to detect decayed fruits and vegetables.

The handling of merchandise.

(See Required Knowledge for order clerk, page 41.)

Blanks and forms.

(See Required Knowledge for order clerk, page 41.)

Filling the order.

(See Required Knowledge for order clerk, page 41.)

Customers' preferences.

(See Required Knowledge for order clerk, page 41.)

Restocking.

(See Required Knowledge for order clerk, page 42.)

Weighing.

(See Required Knowledge for order clerk, page 42.)

Packaging

(See Required Knowledge for order clerk, page 42.)

Checking.

(See Required Knowledge for order clerk, page 42.)

Sanitation.

(See Required Knowledge for order clerk, page 42.)

Order room appliances.

(See Required Knowledge for order clerk, page 43.)

English

(See Required Knowledge for order clerk, page 43.)

(Space left for additions.)

IV. PROMOTIONAL POSSIBILITIES

The stock clerk is in reality one of the order clerks who has been assigned the duty of keeping the stock replenished upon the shelves of the order room. The promotional possibilities are, therefore, identical with those of the order clerk.

WEIGHER**I. GENERAL FACTS CONCERNING THE JOB**

Place of employment: order department.

Length of learning period: a few days.

Entrance requirements:

Age: sixteen to eighteen years, or older.

Sex: male.

Personal qualifications: neatness, accuracy, quickness, steadiness.

Physical qualifications: good eyesight and hearing; normal strength;
no deformities of arms or legs.

Educational qualifications: preferably at least eighth grade.

II. DUTIES*As to sanitation*

Keep the floor, tables, scales, and other articles in the weighing room clean and neat.

Sweep when necessary and dispose of the refuse in the proper way.

Keep the bags and wrapping materials, and the compartments in which they are stored, clean and neat.

See that no foreign matter gets into any package.

As to commodities

Learn the commodities most in demand so as to be able to judge of the number of packages of each to weigh out.

Learn for each commodity, the size of packages, either in terms of weight or of price, for which there is the greatest demand.

Learn the different varieties of each commodity to be weighed (e.g., cube sugar, granulated sugar, powdered sugar, brown sugar, etc.)

Inform the head order clerk when the stock of any commodity needs replenishing, or procure additional amounts of the commodity from the warehouseman.

Stack or pile each commodity in its proper place.

Use all of one package or sack before opening another.

As to materials and appliances

- Keep the supply of paper bags separated into compartments according to sizes.
- Keep the twine and the gummed paper machine in the proper place.
- Return all rubber stamps to their proper hook or compartment immediately after using them.
- Notify the head order clerk when the stock of any materials needs replenishing.
- Get from the reserve stock a sufficient number of bags of various sizes as needed.
- When opening boxes, crates, cartons, or sacks, do not damage, soil, or spill the contents.
- After opening boxes, crates, etc., dispose of the refuse according to the method employed in the store.

As to weighing

- Determine the commodity to be weighed, the amount or quantity, and the size of the bag required (e.g., sugar; \$1.00 packages; size of bag).
- Refer to the weight book before weighing out any commodities.
- Note change in weights of commodities due to price fluctuations.
- Keep the weight book in its proper place.
- Determine whether to use floor scales, counter scales, or automatic weigher ("hopper"), depending upon the commodity and the size of package.
- Place the sack or other container of the commodity in a convenient location and open it.
- Adjust the weights of the scale according to the amount to be weighed out.
- Place the bag upon the scales and use the scoop to transfer the commodity from the original container to the bag on the scales.
- Use care in weighing out the exact quantity required, so as to do justice both to the store and the prospective customer.
- If the hopper is to be used in weighing sugar, load it with the proper amount.
- Adjust the mouth of the hopper so that the proper weight of the commodity will be released.
- Place the bag upon the platform under the mouth of the hopper and operate the hopper.
- When the mouth of the hopper has closed, remove the bag and check the weight quickly on the counter scales.

As to sealing

Fold the top of the bag neatly and securely.

Hold the fold down with one hand, or against the body, while securing the gummed paper with the other hand.

Seal the package once lengthwise and at least twice crosswise of the fold.

As to stamping

Stamp or write upon the package the name of the commodity, the net weight, and the price.

If stamps are used, return them at once to the hook or compartment from which they were taken.

As to stacking

As the packages are sealed, stack them upon the table, placing them so that they will all face the same way.

As the stock in the order room is depleted, carry the packages to the proper shelf and stack them upon it with the marking facing outward.

As to grinding coffee

Grind coffee required for the order department or counter sales department.

Package and seal the coffee in paper bags of the proper size.

Stamp the packages to indicate the contents, weight, and price.

Place the packages on the proper shelves.

As to filling orders

Assist order clerks in filling orders during rush periods.

(See duties of the order clerk.)

As to rules and regulations

Follow the rules and regulations of the store in regard to the time of coming on and going off duty, lunch time, etc.

Follow the rules and regulations of the store governing the conduct of employees while on duty.

(Space left for additions.)

III. REQUIRED KNOWLEDGE—DIRECT VALUE UNITS

The store.

- The departmental organization of the store.
- The names of those in charge of each department.
- The commodities handled by each department.
- The methods of communication between the departments.

Store rules and regulations.

- The rules and regulations of the store regarding the hours of coming on and going off duty, and regarding the lunch period.
- The rules and regulations of the store regarding the conduct of employees in the order department and delivery department.

The order department.

- The number of delivery routes.
- The number of deliveries, morning and afternoon, on each route.
- The time of each delivery.
- Location of the checking table or compartments for each delivery route.
- Location of the different varieties of goods upon the shelves of the order department.
- The personnel of the order department.

The recognition of merchandise.

- Recognition of brands, sizes, and qualities of standard package goods such as Lipton's Teas, Heinz' Olives, etc.
- Recognition of kinds and quantities of staple goods in bags, such as 10 lbs. sugar, 2 lbs. prunes, etc.
- Knowledge of inferior, standard, special, and extra special brands of goods.
- How to detect fermented goods in bottles or cans.
- How to detect decayed fruits and vegetables.

The handling of merchandise.

- How to handle merchandise in cans, bottles, cartons, boxes, sacks, bags, and crates.
- How to handle easily-damaged merchandise such as eggs in cartons, fresh tomatoes in bags, etc.
- How to remove articles from high shelves.
- How to assemble the articles of each order on the checking table.
- What articles on an order should be tied together or wrapped.

*Blanks and forms.**a. The order tag*

Customary abbreviations of brands, articles, quantities, and qualities.

Meaning of the customary check marks and notations on the order tag.

Methods of deciphering illegible script.

b. The requisition tag

The method of requisitioning articles not carried in the order department.

How to make out a requisition tag.

The particular requisition tag to be used when requisitioning articles from each department.

The method of indicating requisitioned articles on the order tag.

c. The correction tag

When a correction tag should be made.

How to make a correction tag.

Filling the order.

The routine to be followed in handling the order tag.

The importance of filling orders for cereals from stock longest on hand.

The routine to be followed when the price of an article has been omitted from the order tag or incorrectly entered upon it.

The routine to be followed when an article ordered is not in stock, when the brand or quality is not specified, or when an unusual item appears on an order.

Customers' preferences.

Brands, qualities, and quantities of goods usually ordered by various customers.

Qualities and brands usually ordered by customers in various parts of the city.

Weighing.

How to use various kinds of scales and automatic weighing machines.

Articles which should be weighed on floor scales rather than on counter scales.

The number of pounds or the common values of staple bulk articles to be weighed into smaller packages.

Quantities of staple bulk goods most frequently in demand.

Packaging.

When to use paper bags and when to use wrapping paper.

When to use sacks, boxes, or cartons.

How to wrap and tie articles of various shapes and sizes, so as to make a neat and durable package.

Economical use of paper bags, wrapping paper, twine, etc.

Sanitation.

Proper care of the shelves and floor of the order room.

Proper care of opened packages of bulk goods.

The importance of cleanliness in the handling of food products.

Order room appliances.

How to use the various order room appliances, such as counter scales, floor scales, scissors, hammer, package sealer, etc.

English.

Simple, correct oral English, with special reference to the vocabulary of the grocery business. (See list of terms on page 57.)

The meaning, use, pronunciation, spelling, and abbreviation of terms used in the grocery business.

Correct forms of addressing officials and fellow workers.

(Space left for additions.)

IV. PROMOTIONAL POSSIBILITIES

The weigher, like the stock clerk, is in reality one of the order clerks who has been assigned to special duty in the stock room. His promotional possibilities are identical with those of the order clerk.

REQUISITION CLERK

I. GENERAL FACTS CONCERNING THE JOB

Place of employment: order department.

Length of learning period: two weeks to one month.

Entrance requirements:

Age: sixteen to eighteen.

Sex: usually female.

Previous skill or training: none.

Personal qualifications: good memory, reliability, accuracy, coolness.

Physical qualifications: good eyesight and hearing.

Educational qualifications: preferably at least eighth grade.

II. DUTIES

In regard to the customer's order

Read each order as it comes from the cashier's office to discover the address and the articles which must be requisitioned from other departments, and to determine the delivery route.

Select the requisition tag used for the particular department from which the goods must be requisitioned.

Write the requisition, showing the delivery route number, the closing time for the next delivery for that route, the articles requisitioned, and their prices.

Mark the order to indicate the articles requisitioned.

Send the requisition to the proper department.

Place both the original and duplicate of the order in the compartment reserved for the particular delivery route.

In regard to "pick-up" tags

Route the "pick-up" tags as they come to the requisition desk.

File the original of tag in the compartment bearing the proper delivery route number.

Hand the duplicate pick-up tag for each route to the proper driver.

When the drivers bring in credit tags, match these with the originals of the pick-up tags.

Send the pick-up tags and attached credit tags to the cashier's office at the proper time.

Examine the filed pick-up tags each day and call the attention of the drivers to old pick-up tags for which they have failed to bring in credit tags.

In case of protracted delay in bringing in a credit tag, call the attention of the head order clerk to the matter.

In regard to the customers' credit journal

When credit tags are brought in by drivers, enter the data in the customers' credit journal, under the proper date and the name of the customer, for reference in case of future questions.

In regard to orders brought in by drivers

Write the order tags for orders brought in by drivers and send them to the cashier's office for pricing and timing.

Handle these orders in the same way as others when returned from the cashier's office.

In regard to advance orders

Sort the advance orders into groups according to the day of the week on which they are to be delivered.

Write the necessary requisition tags.

Check the requisitioned articles on each order.

File the orders in compartments according to the day on which they are to be delivered.

Send out the requisitions for orders to be delivered the following day.

File the remaining requisitions under the proper day.

In regard to C.O.D. orders

Collect the originals of the C.O.D. orders for each route from the various checking tables.

When the C.O.D. list for the day is sent from the cashier's office, check the list against the orders.

Take the list and the C.O.D. orders to the cashier's desk and confer with the clerk in regard to items that do not check.

In regard to the route sheets

When unable to route an order from memory or by reference to the map, refer to the route sheets for guidance.

In regard to the price book

Enter corrections in the price book as quotations are sent from the office.

File the circular containing these quotations in the front of the price book.

(Space left for additions.)

III. REQUIRED KNOWLEDGE—DIRECT VALUE UNITS*The store.*

The organization of the store into departments; the name and location of the different departments.

The names of those in charge of the different departments.

The commodities handled by each department.

The methods of communication between the departments in the store.

The order department.

The personnel of the order department.

The organization and methods of the order department.

The merchandise.

The kinds of commodities handled by each department of the store.

The order tag.

How to make out an order tag.

How to read difficult script on an order tag.

The customary abbreviations for streets and commodities used on an order tag.

The use of the different copies of the order tag, i.e., the original, the tissue, and the duplicate.

The routine for the order tag before the order can be filled.

How to handle advance orders.

How to handle orders brought in by solicitors and drivers.

Routing the order tags.

The different delivery routes maintained by the store.

The number of each delivery route, the territory served by it, and the name of the driver.

The number of deliveries made on each route, and the closing time for each delivery.

The requisition tag.

The method of requisitioning articles not carried in the order department.

How to make out a requisition tag.

The particular requisition tag to be used when requisitioning articles from each department.

The method of indicating requisitioned articles on the order tag.

How to handle requisitions for advance orders.

The "pick-up" tag.

The uses of the pick-up tag.

What disposition to make of the original and duplicate of each tag.

The method of filing the pick-up tags.

How to match the credit tags with the pick-up tags.

How to handle unmatched pick-up tags.

What disposition to make of the matched pick-up tags and credit tags.

The customer's credit journal.

The purpose of the customers' credit journal.

What data should be recorded in the journal from each credit tag.

Where the credit journal should be kept.

Local geography.

The store's division of the city into delivery districts.

The numbering system used in the city.

The section of the city, including streets and blocks, included in each delivery district.

(Space left for additions.)

IV. PROMOTIONAL POSSIBILITIES

Although the requisition clerk occupies an important position in the order department, there are no promotional possibilities open to her within the department. Should she so desire, she may, depending upon her own inclination and ability, and upon the opportunity, transfer to a clerical position in the office, or to a selling position in the delicatessen department.

ORDER CLERK**I. GENERAL FACTS CONCERNING THE JOB**

Place of employment: the order department.

Length of learning period: about three weeks.

Entrance requirements:

Age: sixteen to eighteen years or over.

Sex: male.

Special skill or training: none.

Personal qualifications: alertness, quickness, carefulness, neatness.

Physical qualifications: good eyesight and hearing; no deformities of arms or legs.

Educational qualifications: preferably not less than eighth grade.

II. DUTIES*In filling customers' orders*

When no irregularities are found, collect the order tags for a particular route from the compartment in which they have been placed by the requisition clerk.

Observe any items which have been checked on the order tag to indicate that they have been taken by the customer or requisitioned from another department.

Proceed to the shelves of the order room and select the articles required to fill each order.

When the articles required for each order have been selected, stamp or write the clerk's personal number in the proper place upon the order tag to indicate responsibility for filling the order.

Place the articles and the accompanying order tag upon the checking table reserved for the particular route.

When any item of an order calls for several small articles (e.g., six cans condensed milk), tie all the articles together.

Weigh and wrap any articles which have not been previously packaged and which should not be sent out loose.

When filling orders, especially for cereals, select the older stock first.

In restocking the order room

- After the last delivery for the day is out, proceed with pad and pencil to the various shelves of the order room and make a list of depleted stocks.
- Go to the stock room and inform the stockman of the goods and quantities needed.
- Assist the stockman in getting the needed goods and placing them upon the elevator.
- Bring the goods to the order room on the elevator, and unpack any which have not been previously unpacked.
- Dispose of empty boxes, cartons, etc., according to the method followed in the store.
- Take new stock to the proper shelves.
- Move the old stock so that it may be placed in front of the new.
- Dust the shelves if necessary; also the new stock.
- Pile the new stock upon the shelves in the proper way.
- If the labels on any goods are loose adjust them with mucilage or gummed paper before placing them upon the shelves.
- When notified by the head order clerk of a change in the price of any article, change the price tag on the shelf where the article is located. (Not done in all stores.)

In acting as weigher

- When not engaged in filling orders or restocking the shelves, weigh out standard quantities or values of bulk goods (sugar, beans, prunes, etc.) (See duties of weigher.)

In acting as checker

- Assist the drivers in checking the orders into the order boxes.
- Call out the article and the price and assist the driver in finding the article.
- If the driver is not yet ready when the time comes to prepare the delivery, route the order tags and pack the articles into the delivery boxes in the reverse of the order in which the tags are routed.

In acting as driver's helper

- When requested to do so by the checker or the head order clerk, go with the driver to assist in delivering heavy articles.
- After the heavy articles have been delivered, return to the store.
- Report to the checker or the head order clerk any cash spent for carfare, and return the balance of any cash advanced.

In acting as requisition clerk (Not done in all stores.)

When preparing to fill the orders for each delivery, examine the order tags to see whether any articles have already been taken by the customer, and whether any of the articles ordered are not kept upon the shelves of the order room.

Make out requisition tags for heavy articles and other articles not kept in the order room.

Use the correct requisition tag for each department against which requisitions are written, according to the practice of the store.

Mark each order tag to indicate the articles requisitioned.

When collecting the requisitioned articles, place the heavy articles in the proper location upon the floor, and the other articles in the proper compartment.

In acting as janitor

After restocking the order room, weighing out bulk goods, or filling customers' orders, sweep the floor if necessary, and dispose of empty boxes and refuse.

In correcting or inserting prices

If the price of any article has not been entered on the order tag, or if the price be incorrect, enter the correct price when filling the order, referring to the price book, or to the price tag on each commodity shelf for guidance. (Not done in all stores.)

Make out a correct tag for the office and place it upon the proper spindle.

In making substitutions or selections

If an article ordered is not in stock, refer the matter to the checker or the head order clerk.

Make substitutions only upon the recommendation of the checker or head order clerk.

If the brand or quality of an article is not specified on an order tag, make the selection according to the customer's preference, if known from previous orders. (Most stores refer the matter to the customer.)

If the customer's preference is not known, select the brand and quality which the company prefers to sell. (Most stores refer the matter to the customer.)

In restocking the order room

After the last delivery for the day is out, proceed with pad and pencil to the various shelves of the order room and make a list of depleted stocks.

Go to the stock room and inform the stockman of the goods and quantities needed.

Assist the stockman in getting the needed goods and placing them upon the elevator.

Bring the goods to the order room on the elevator, and unpack any which have not been previously unpacked.

Dispose of empty boxes, cartons, etc., according to the method followed in the store.

Take new stock to the proper shelves.

Move the old stock so that it may be placed in front of the new.

Dust the shelves if necessary; also the new stock.

Pile the new stock upon the shelves in the proper way.

If the labels on any goods are loose adjust them with mucilage or gummed paper before placing them upon the shelves.

When notified by the head order clerk of a change in the price of any article, change the price tag on the shelf where the article is located.
(Not done in all stores.)

In acting as weigher

When not engaged in filling orders or restocking the shelves, weigh out standard quantities or values of bulk goods (sugar, beans, prunes, etc.) (See duties of weigher.)

In acting as checker

Assist the drivers in checking the orders into the order boxes.

Call out the article and the price and assist the driver in finding the article.

If the driver is not yet ready when the time comes to prepare the delivery, route the order tags and pack the articles into the delivery boxes in the reverse of the order in which the tags are routed.

In acting as driver's helper

When requested to do so by the checker or the head order clerk, go with the driver to assist in delivering heavy articles.

After the heavy articles have been delivered, return to the store.

Report to the checker or the head order clerk any cash spent for car-fare, and return the balance of any cash advanced.

In acting as requisition clerk (Not done in all stores.)

When preparing to fill the orders for each delivery, examine the order tags to see whether any articles have already been taken by the customer, and whether any of the articles ordered are not kept upon the shelves of the order room.

Make out requisition tags for heavy articles and other articles not kept in the order room.

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If the customer's preference is not known, select the brand and quality which the company prefers to sell. (Most stores refer the matter to the customer.)

If an unusual item appears on the order tag of a regular customer (e.g., six large cans of milk when the customer has always previously ordered six small cans), inquire of the head order clerk, or of the clerk who took the order, as to its correctness.

(Space left for additions.)

III. REQUIRED KNOWLEDGE—DIRECT VALUE UNITS

The store.

- The departmental organization of the store.
- The names of those in charge of each department.
- The commodities handled by each department.
- The methods of communication between the departments.

Store rules and regulations.

- The rules and regulations of the store regarding the hours of coming on and going off duty, and regarding the lunch period.
- The rules and regulations of the store regarding the conduct of employees in the order department and delivery department.

The order department.

- The personnel of the order department.
- The number of delivery routes.
- The number of deliveries, morning and afternoon, on each route.
- The time of each delivery.
- Location of the checking table or compartments for each delivery route.
- Location of the different varieties of goods upon the shelves of the order department.

The recognition of merchandise.

- Recognition of brands, sizes, and qualities of standard package goods such as Lipton's Teas, Heinz' Olives, etc.
- Recognition of kinds and quantities of staple goods in bags, such as 10 lbs. sugar, 2 lbs. prunes, etc.
- Knowledge of inferior, standard, special, and extra special brands of goods.
- How to detect fermented goods in bottles or cans.
- How to detect decayed fruits and vegetables.

The handling of merchandise.

How to handle merchandise in cans, bottles, cartons, boxes, sacks, bags, and crates.

How to handle easily-damaged merchandise, such as eggs in cartons, fresh tomatoes in bags, etc.

How to remove articles from high shelves.

How to assemble the articles of each order on the checking table.

What articles on an order should be tied together or wrapped.

*Blanks and forms.**a. The order tag*

Customary abbreviations of brands, articles, quantities, and qualities.

Meaning of the customary check marks and notations on the order tag.

b. The requisition tag

The method of requisitioning articles not carried in the order department.

How to make out a requisition tag.

The particular requisition tag to be used when requisitioning articles from each department.

The method of indicating requisitioned articles on the order tag.

c. The correction tag

The occasions which give rise to the use of a correction tag.

How to make a correction tag.

Filling the order.

The routine to be followed in handling the order tag.

The importance of filling orders for cereals from stock longest on hand.

The routine to be followed when the price of an article has been omitted from the order tag or incorrectly entered upon it.

The routine to be followed when an article ordered is not in stock, when the brand or quality is not specified, or when an unusual item appears on an order.

Customers' preferences.

Brands, qualities, and quantities of goods usually ordered by various customers.

Qualities and brands usually ordered by customers in various parts of the city.

If an unusual item appears on the order tag of a regular customer (e.g., six large cans of milk when the customer has always previously ordered six small cans), inquire of the head order clerk, or of the clerk who took the order, as to its correctness.

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Customers' preferences.

Brands, qualities, and quantities of goods usually ordered by various customers.

Qualities and brands usually ordered by customers in various parts of the city.

Restocking.

The method of ascertaining and listing the goods needed for restocking the shelves of the order department.

The method of procuring goods from the stockroom and of transferring them to the order department.

How to unpack various kinds of goods.

How to adjust loose labels on cans or bottles.

How to dust or clean shelves and goods.

How to arrange or stack various kinds of goods upon the shelves of the order department.

The method of disposing of empty boxes, cartons, crates, etc.

Weighing.

How to use various kinds of scales and automatic weighing machines.

Articles which should be weighed on floor scales rather than on counter scales.

The number of pounds or the common values of staple bulk articles to be weighed into smaller packages.

Quantities of staple bulk goods most frequently in demand.

Packaging.

When to use paper bags and when to use wrapping paper.

When to use sacks, boxes, or cartons.

How to wrap and tie articles of various shapes and sizes so as to make a neat and durable package.

(For additional direct value units see Part III of the analysis of the job of weigher.)

Checking.

The method used by the store in checking customers' orders into the order boxes.

How to route the order tags for any route.

How to pack goods into the delivery boxes.

Sanitation.

Proper care of the shelves and floor of the order room.

Proper care of opened packages of bulk goods.

The importance of cleanliness in the handling of food products.

Order room appliances.

How to use the various order room appliances such as counter scales, floor scales, scissors, hammer, package sealer, etc.

English.

Simple, correct oral English, with special reference to the vocabulary of the grocery business. (See list of terms on page 57.)

The meaning, use, pronunciation, spelling, and abbreviation of terms used in the grocery business.

Correct forms of addressing officials and fellow workers.

(Space left for additions.)

IV. PROMOTIONAL POSSIBILITIES

Because the order clerk has an unusual opportunity to familiarize himself with all kinds of merchandise handled by his store, there are several lines of promotion open to him.

1

One line of promotion

From order clerk to:

- (a) Checker
- (b) Head of order department.

2

Another line of promotion

From order clerk to:

- (a) Counter salesman
- (b) Head of counter sales department.

3

Another line of promotion

From order clerk to:

- (a) Solicitor
- (b) Wholesale grocery salesman.

4

Another line of promotion

From order clerk to:

- (a) Counter salesman
- (b) Window decorator.

PART II

SUGGESTIVE INSTRUCTIONAL MATERIAL

BACKGROUND TOPICS

Store policies.

The policy of the store in regard to efficient, courteous, and adequate service to patrons.

The policy of the store in regard to pushing certain brands of goods.

The policy of the store in regard to its attitude toward competitors.

The policy of the store in relation to credits, exchanges, and adjustments.

Kinds of grocery stores.

The neighborhood grocery.

The self-help grocery or grocerteria.

The "general merchandise" store.

The food department store.

The food specialty shop.

The particular field of each of the above kinds of stores.

Why junior employees of grocery stores should be familiar with the various kinds of grocery stores and the particular field of each.

Retail grocery departments.

Counter sales departments.

Fruit and vegetable department.

Delicatessen department.

Household department.

Grocery department.

(Other departments are sometimes found.)

The receiving and warehouse departments.

The order and delivery departments.

The accounting department.

The customer.

Kinds of customers.

The cranky customer.

The customer with a complaint.

The last-minute customer.

The customer in a hurry.

The importance of polite and efficient service to customers.

The importance of remembering names.

Good and bad introductory phrases.

The importance to junior employees of learning how to meet and deal with various kinds of customers.

The importance of making a good final impression upon the customer, even though no sale has been made.

How a good final impression may be made.

Good and bad concluding phrases.

Classes and brands of goods.

Classes of goods.

Staple, common, fancy, seasonable, holiday.

Characteristics of each class.

Relative profit on various classes of goods.

Brands of goods.

Inferior, standard, special, and extra special.

Relative food value, quality, and financial value of each brand.

The value of trade names for a series of products, for example, Del Monte, Heinz, Snider, Sunkist.

Why junior employees should know the various classes and important brands of goods.

Quality judgments.

Detection of inferior articles such as fermented canned goods, decayed fruits and vegetables, wormy meals and cereals.

Why it is important that all employees in grocery stores be good judges of the quality of merchandise.

Care of goods.

Prevention of deterioration—refrigeration, pickling, salt packing, smoking, and drying.

Dangers from moisture.

Fungus contagion in fruits and vegetables.

Dangers from insects.

Efficient and sanitary methods for proper care of stock.

Methods of production and packing.

How the common foods are produced.

Relative value of processes of production, such as evaporating, condensing, malting.

Relative merits of packaged goods and the same goods in bulk.

Relative merits of prepared foods, and the same foods prepared in the home.

The value of a knowledge of methods of production and packing.

Uses of food products.

How foods may be prepared, cooked, and preserved in the home.

Methods of introducing new foods and preparations.

Value of advice to housewives as to uses and methods of preparation of foods in the home.

Substitutions.

To avoid inconvenience to the customer.

To avoid entire loss of sale.

Importance of knowing the customer's nature and peculiarities.

Importance of knowing when and what to substitute.

Why the great majority of substitutions "get by."

Why some substitutions do not "get by."

Why it is desirable to have a fixed policy in regard to substitutions.

Shortages.

The impossibility of maintaining a complete stock at all times.

"Buying out" to fill an order.

Circumstances which justify "back ordering."

Goods "on the road" and to arrive soon.

Goods very scarce.

Goods handled by no other firm.

Why it is desirable to follow a liberal policy in the matter of "buying out."

Centers of production.

The important centers of production for staple articles, such as potatoes, beans, rice, sugar, coffee, wheat, etc.

The chief secondary sources of supply.

The important milling centers for various kinds of flour and meal.

The important centers of the canning industry for fruits and vegetables.

Why an intelligent employee in a grocery store should know the location of the important centers of production for staple commodities.

●

Pure Food and Drug Act.

The provisions of this act.

The conditions which made necessary an act of this kind.

Why employees in grocery stores should be particularly interested in the provisions of this act.

The State Industrial Welfare Commission.

The conditions which made necessary the creation of this commission.

The scope of the commission's authority.

What the commission has done.

The beneficial regulations of the commission in regard to the work of minors as to age, rate of pay, hours of work, overtime, day of rest, lighting of workrooms, ventilation, temperature, sanitary conditions, fire exits, etc.

The attitude of the modern employer contrasted with that of many employers of earlier time, in regard to the welfare of employees.

Why junior employees in grocery stores should know of this commission and its work.

The State Industrial Accident Commission.

The conditions which made necessary the creation of the commission.

The scope of its authority.

The regulations of the commission in regard to the employment of minors.

What the commission has accomplished.

Why junior employees in grocery stores should know of this commission and its work.

Prices and profits.

Low, moderate, medium, and high prices and their relation to style, quality, quantity, and service.

Various reasons for increased prices, including shortages, crop failures, advanced cost of transportation, increased wages, increased overhead, increased service.

The meaning of "overhead" and its relation to selling prices in various types of stores, such as neighborhood groceries, grocerias, chain stores, branch stores, food specialty stores, and departmentalized grocery stores.

Fair profits on staple, common, and fancy goods.

Price variations on quantity sales and on packages of different sizes.

Prices and food values of inferior, standard, special, and extra special brands of foods.

The importance of an understanding of prices and profits to one who wishes to advance in the grocery business.

Conduct in the store.

The importance of discipline and routine in a business organization.

The importance of dress suited to the needs of the occupation.

The value of attentiveness, prompt service, and interest in the customer.

English.

Simple rules for correct oral English, with special reference to the vocabulary of the grocery business.

Simple rules for correct written English, with special reference to forms and blanks used in the retail grocery business.

The importance of correct oral and written English in personal advancement and in furthering the interests of the company.

Suggestions to customers.

How to assist a customer in making a decision.

How to assist the customer who has forgotten all or some of the articles she wished to order.

How to induce the customer to purchase articles which she had not previously considered ordering.

The value to the store of making suggestions in regard to "specials" or in regard to articles "just received."

Why patrons often appreciate such suggestions.

Service.

Why many people prefer to buy a pound of butter from a grocery store rather than from a grocerteria.

The services which a grocery store is supposed to render under ordinary circumstances.

Credit as one of the usual services of a grocery store.

How the "cash and carry" plan reduces expense for the grocer.

Some unusual services which various grocery stores render their customers.

The relation between service and selling price.

The relation between service and good will.

The importance of selling satisfaction while selling merchandise.

Health and hygiene.

The importance of personal cleanliness and good health on the part of one handling food products.

The value of a neat personal appearance in creating a good impression for the store. What constitutes a neat appearance.

Simple every-day health rules.

How to select a good lunch. The importance of proper food.

The value of outdoor exercise for one who works indoors.

Forms of business association.

The meaning of the term "sole trader."

The partnership—what it is; how it is formed.

The corporation—how it is formed—how it differs from a partnership.

The advantages and disadvantages of partnerships and corporations as forms of business organization.

The term "company" as meaning either form of organization.

*Elementary business law.**Contracts.*

Essentials of an enforceable contract.

Agreement (offer and acceptance).

Competent parties (principal emphasis upon the competency of minors).

Absence of fraud, duress, or undue influence.

Good and sufficient consideration.

A legal object.

A particular form (for certain contracts).

The nature of the contract entered into by and between the grocery company and its employees. (The contract for personal service. What each party agrees to do.)

The nature of the contract entered into by and between the grocery company and its patrons. (Sale of goods.)

The time when the goods become the property of the buyer.

The importance of knowing when the title passes from seller to buyer.

Sale of goods upon approval. How the goods become the property of the buyer.

What the seller of food stuffs warrants or guarantees.

The importance of the employee.

The importance of the employee and the company's reputation follow with the employee and the company.

How to be a successful employee and the company's reputation follow workers and the company.

The importance of the employee is maintaining the good reputation of the company.

How a good employee can help to maintain the good reputation and further the interests of the grocery company in which he is employed.

The importance of an honest day's work for an honest day's pay.

The importance of knowing as much as possible all information regarding the business of the company.

Why the patron of a firm should be presumed to be in the right when he makes a complaint.

The employee's obligations.

An honest day's work.

Loyalty to his company.

Maintenance of the good reputation of the company.

Knowledge of the organization of the firm in which he is employed.

Knowledge of what happens to a customer's order from the time it is given the firm until the goods are delivered.

Knowledge of the work to which a customer's order gives rise.

Duty to follow the routine prescribed for the work in the store.

"It ain't the guns or armament, nor the tunes the band can play.

But the Close Cooperation that makes them win the day.

It ain't the individual, nor the army as a whole,

But the everlasting Team Work of every bloomin' soul."

The employer's obligations.

An honest day's pay for an honest day's work.

Safe, sanitary, and pleasant working conditions.

Opportunity for study and advancement.

Vacations with pay.

How the employee's company discharges its obligations.

Some demands of junior citizenship.

Obedience to law and custom.

The necessity for regulation in civic and business life.

Preparation for useful work.

The importance of useful work to the individual and to society.

The importance of the grocery business as a useful occupation.

“That man is best educated who is most useful.”

Preparation for franchise duty.

Why it is the duty of every intelligent citizen to vote.

The knowledge necessary in order to vote intelligently.

Some responsibilities of the grocer to the public.

To sell good merchandise.

To give honest weight and measure.

To maintain a clean place of business.

To serve his community to the best of his ability.

How junior employees can assist in the discharge of these responsibilities.

SUGGESTIVE LESSON PLANS**I. THE CUSTOMER'S ORDER**

Aim: To familiarize junior employees of grocery stores with the operations to which a sale to a customer gives rise.

1. Name the different ways in which a customer's order may be received by the store.
2. How is the order taken by the store?
3. If the order is telephoned, what happens to the duplicate of the order? If the order is given personally and the customer takes the whole order, what happens to the duplicate? If the customer takes certain articles and the other articles are delivered, what happens to the duplicate?
4. What happens to the original copy of the order in a cash sale? In a credit sale? In a sale C.O.D.?
5. When a tissue sheet is used for the office copy, as in some of the larger stores, what use is made of the original?
6. In the case of credit sales, what disposition is made of the original copies of the sales tags when the account is settled in full? When a payment is made on account?
7. Make out three different kinds of sales tags and indicate the disposition to be made of each copy.
8. Why is it often of assistance to a junior employee in a grocery store to know the use of each copy of the sales tag?

II. SERVICE AND SELLING PRICE

Aim: To show junior employees of grocery stores the relationship between selling price and service.

1. Why can a street vendor with a handcart sell a dozen oranges to a passer-by for less than a grocery store can sell them?
List as many reasons as you can think of.
What do you consider the most important reason?
2. Name some of the ways in which a neighborhood grocery store with no delivery service has an advantage over a grocerteria.
Name some of the advantages which are on the side of the grocerteria.

3. Name some of the services which are rendered by the ordinary grocery store but not by the grocerteria.

Can service ever be rendered actually free of charge?

Do you think most people who patronize your store prefer to be served rather than to wait upon themselves?

4. Count the number of customers entering some grocerteria during one day, or estimate the number.

Estimate the total number of hours used by these persons in going to and from the grocerterias.

Estimate the time required by a delivery boy to make the same number of deliveries with a truck.

If it takes a housewife half an hour each day to do her grocery shopping, would she not really be saving money by paying for the delivery of the groceries and using the time saved for other purposes?

5. What is the most important appeal made by grocerterias? To what people does it make a very strong appeal? Why is low price a legitimate form of service?

III. CANNED GOODS

Aim: To show junior employees in grocery stores the importance of knowing the goods they handle.

1. How many of you can describe the canning process? Did you ever visit a cannery?
2. How is the can made absolutely clean before the food goes in? Why is it necessary to sterilize the cans in live steam?
3. How are different foods (peaches or asparagus, for example) prepared for canning?
4. Why is the fresh fruit placed in cans, and the cans sealed before cooking?
5. How is the sealing done?
6. How and when is the food cooked?
7. Is it a fact that those who eat food sterilized in such a manner are in reality eating food almost as fresh and health-giving as the day it was gathered?
8. Which brands of canned corn handled by your store are prepared in the cleanest way?
9. How can an employee in a grocery store correct wrong impressions or dispel ignorance regarding many commodities handled by the store?
10. Is the education of its customers a good business policy for a store? How can it be accomplished?

IV. MEETING THE CUSTOMER

Aim: To bring the junior employee in a grocery store to a realization of the importance of making a favorable first impression upon anyone entering the store.

1. Discuss the importance of the first impression upon the customer.
2. How does one make a good impression upon the customer?
3. What are some of the things that make an unfavorable impression upon the customer?
4. List several pleasant and appropriate greetings to one entering the store.
5. Do you always use the same greeting to customers entering your store? Is it advisable to use one and only one form of greeting? Why?
6. What are some of the things you have seen grocery store employees do incorrectly when meeting the public?
7. How can you make a customer feel that he is welcome and that you are willing to serve him?
8. If you owned the store in which you are employed, what measures would you take to insure a good impression being made upon your customers?

V. CONCLUDING THE SALE

Aim: To show junior employees in grocery stores the importance of closing a grocery sale in such a way as to create a good final impression upon the customer, and of making him wish to come to that store again.

1. What are some of the ways of creating in the customer's mind a good final impression of the store and of the one who served him?
2. Do you know anyone who always goes to a certain store and will be waited upon by only a certain employee when making a purchase. "There's a reason." What is it? Perhaps you can give more than one reason.
3. What would you do if you were called to the telephone before you had concluded a sale?
4. Were you ever interrupted while waiting on one customer by another customer who was in a hurry to be waited upon? What should one do under such circumstances?

5. Criticize the following closing expressions: "good-bye," "good afternoon," "come again."
6. What is lacking in the above closing expressions? Does it make any difference whether the prospective customer has made a purchase or not?
7. Observe the next sale made in your store and bring in a criticism of the method of concluding it.
 - (a) How was the sale acknowledged?
 - (b) How was courtesy shown the customer?
 - (c) Was appreciation expressed? How?
8. What is the approved method of counting back change? Why is this matter very important? If a customer handed you a \$2.00 bill in payment for a 52 cent purchase, how would you count back the change?
9. Many salesmen place the bill received upon the counter of the cash register while counting back the change and actually place the bill *in* the register only as the customer departs. What are the reasons for this method of handling currency received?

ADDITIONAL SUGGESTED LESSONS

1. Nationally advertised brands of canned peaches, canned corn, canned peas, etc. (One or more lessons on each.)
 - (a) The quality and price of the various brands.
 - (b) Other selling points of each brand.
 - (c) How to detect spoiled canned goods.
2. Methods of production, and uses of various products such as shredded wheat, corn flakes, post toasties. (One or more lessons on each.)
 - (a) Comparative food values of various prepared breakfast foods and cereals.
 - (b) Advantages and disadvantages of the two classes of breakfast foods.
3. Uses and different varieties of raisins, prunes, figs, olives, walnuts, almonds, etc. (One or more lessons on each.)
 - (a) Various methods of preparing these products for the trade.
 - (b) Selling points of each variety.

4. Canned, evaporated, and condensed milk and cream. (One or more lessons on each.)
 - (a) Best known brands.
 - (b) Methods of preparation.
 - (c) Various uses of these products.
 - (d) Selling points of each.
5. Canned soups and soup cubes. (Several lessons.)
 - (a) The best known brands.
 - (b) The advantages of these soups over home-made soups.
 - (c) The selling points of each brand.

Note.—The teacher can secure literature on these topics by writing to the firms listed below and to others which may suggest themselves in the list of national producers and distributors, on page 58 of this bulletin.

California Associated Raisin Company, Fresno, California.

California Peach and Fig Growers' Association, Fresno, California.

California Prune and Apricot Growers' Association, 244 California street, San Francisco, California.

California Packing Corporation, San Francisco, California.

VOCABULARY OF TERMS USED IN THE GROCERY BUSINESS

account	fancy	peck
advance order	fixture	"pick-up"
automatic weigher	floor scales	"pick-up" tag
"back order"	foodstuffs	pint
bag	goods	price book
barrel	grade	price tag
bill	green goods	quality
branch store	green grocery	quantity
brand	grocerteria	quart
bulk goods	gross	queensware
bushel	hardware	requisition
"buying out"	household department	reserve stock
carton	in full	restocking
cash discount	invoice	retailer
cash sale	jobber	route sheet
cereals	job lot	sack
chain store	label	Saturday special
charge sale	leader	special delivery
C.O.D.	light hardware	special order
C.O.D. sale	lug box	special sale
commodity	manufacturer	standard
container	merchandise	staple
correction tag	middle man	stockroom
counter scales	nationally advertised	substitution
crate	goods	tare
credit journal	net	the trade
credit tag	net weight	tissue sheet
customer	new stock	trade mark
cwt.	old stock	trade name
delicatessen	on account	tray
delivery route	order tag	undersell
delivery route number	original	U.R.M.A.
delivery time	ounce	variety
department	overstocked	warehouse
distributor	package goods	weight book
dozen	package sealer	wholesale
duplicate	patron	window display

**LIST OF NATIONALLY KNOWN MANUFACTURERS AND DISTRIBUTORS,
THE COMMODITIES THEY HANDLE, AND THEIR ADDRESS**

<i>Firm</i>	<i>Commodity</i>	<i>Address</i>
American Sugar Refining Co.	sugar	New York City, N. Y.
Albers Milling Co.	prepared flours	Oakland, Calif.
Arbuckle Brothers	coffee	New York City, N. Y.
Armour and Co.	meat products, etc.	Chicago, Ill.
Aunt Jemima Mills	prepared flours	St. Joseph, Mo.
Walter Baker Co.	cocoa	Boston, Mass.
Beechnut Packing Co.	chipped beef, peanut butter, etc.	Conajoharie, N. Y.
The Bon Ami Co.	soap	New York City, N. Y.
The Borden Co.	prepared milk	Borden Bldg., New York, N. Y.
California Olive Association	olives	McCann Bldg., San Francisco, Calif.
California Prune and Apricot Growers, Inc.	prunes, apricots	399 Market St., San Jose, Calif.
Calumet Baking Powder Co.	baking powder	Chicago, Ill.
Carnation Milk Products Co.	milk products	San Francisco, Calif.
Diamond Match Co.	matches	San Francisco, Calif.
N. K. Fairbanks Co.	lard, etc.	Chicago, Ill.
The Fleishman Co.	yeast	San Francisco, Calif.
J. A. Folger and Co.	tea, coffee, spices	San Francisco, Calif.
D. Ghirardelli Co.	chocolate	San Francisco, Calif.
H. J. Heinz Co.	pickles, olives, etc.	Pittsburg, Pa.
Hershey Chocolate Co.	chocolate	Hershey, Pa.
Kellogg Toasted Cornflake Co.	cornflakes, etc.	Battle Creek, Mich.
Libby, McNeill and Libby	meat products, etc.	Chicago, Ill.
Thomas J. Lipton	tea	149 Franklin St., New York, N. Y.
Loose Wiles Biscuit Co.	biscuits	Boston, Mass.
National Biscuit Co.	biscuits	New York City, N. Y.
Pacific Coast Borax Co.	borax	New York City, N. Y.
Price Flavoring Extract Co.	flavoring extract	Chicago, Ill.
The Proctor and Gamble Distributing Co.	food products, soap	Cincinnati, Ohio.
Postum Cereal Co.	beverage	Battle Creek, Mich.
Quaker Oats Co.	breakfast food	Chicago, Ill.
Rumford Chemical Works	baking powder, etc.	Providence, R. I.
Shredded Wheat Co.	breakfast food	Oakland, Calif.
Sperry Flour Co.	flour	San Francisco, Calif.
Sprague-Warner Co.	canned goods, etc.	Chicago, Ill.
Sun-Maid Raisin Growers	raisins	Fresno, Calif.

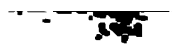
LIST OF GROCERY TRADE JOURNALS AND BOOKS

TRADE JOURNALS

- National Grocers Bulletin; monthly, \$1.00; 416 R. A. Long Bldg., Kansas City, Mo.
(The official journal for the United States.)
- The Retail Grocers Advocate; weekly, \$2.50; 319 Sheldon Bldg., San Francisco, Calif. (The official journal for California.)
- The National Grocer; monthly, \$1.00; Byxbee Publishing Co., 208 South LaSalle St., Chicago, Ill. (One of the best journals published; excellent for junior grocery clerks.)
- The Northwestern Merchant; monthly, \$1.50; 1261 Empire Bldg., Seattle, Wn.
(A good journal to place in the hands of junior grocery clerks.)
- The New England Grocer and Tradesman; weekly, \$2.00; 77 Washington St., N., Boston, Mass.
- The Central New York Retail Grocer; monthly, \$2.00; 310 Larned Bldg., Syracuse, N. Y.
- The Grocers' Journal; weekly, \$2.00; 711 Union League Bldg., Los Angeles, Calif.
(Official publication of Southern California Retail Grocers' Association.)
- The Kansas City Grocer; semi-monthly, \$1.00; 912 Grand Ave., Kansas City, Mo.
- The Oregon Merchants Magazine; weekly, \$2.00; 507 Lewis Bldg., Portland, Ore.

BOOKS

- The Grocer's Window Book; \$1.50; Byxbee Publishing Co., 208 South LaSalle St., Chicago, Ill.
- Retail Selling; Norton, Helen R. Ginn and Co., Chicago, Ill.
- Retail Advertising Complete; \$1.20; Byxbee Publishing Co., Chicago, Ill.
- Store Management Complete; \$1.50; Byxbee Publishing Co., Chicago, Ill.



AGRICULTURAL EDUCATION SERIES

- Bibliography of Agricultural Reference Books. March, 1920.
- Smith-Hughes Courses in English for Classes in Agriculture.
- Rural Social Survey Outline. August, 1920.
- Farm Mathematics Outline. August, 1920.
- Second Year—Farm Mathematics Outline. August, 1920.
- Bush Fruits Project Study Outline. March, 1920.
- Grape Project Study Outline. May, 1920.
- Poultry Project Study Outline. June, 1920.
- Swine Project Study Outline. June, 1920.
- Suggestions for Farm Mechanics Work in Vocational Agriculture. November, 1920.
- Suggestive List of Illustrative Material for Teachers of Vocational Agriculture. December, 1920.
- Dairy Project Study Outline with Suggestive Exercises. January, 1921.
- Suggestive Exercises in Fertilizer. March, 1921.
- Apricot Project Study Outline with Suggestive Exercises. March, 1921.
- Suggestive Exercises in Poultry Husbandry. April, 1921.
- Suggestive Exercises in Soils and Plant Life. April, 1921.
- Suggestive Exercises in Irrigation. April, 1921.
- Suggestive Exercises in Vegetable Growing. April, 1921.
- Suggestive Exercises in Swine Production. May, 1921.
- Sheep Project Study Outline. June, 1921.
- Baby Beef Production Project Outline. June, 1921.
- Alfalfa Culture Project Outline. June, 1921.
- Field Bean Culture Project Outline. October, 1921.
- Revised Bibliography. January, 1922.
- Agriculture News Letter (Monthly).
-
- Bulletin No. 8. Job Analysis Applied to the Teaching of Vocational Agriculture. May, 1922.

LIBRARY, SCHOOL OF EDUCATION

PART-TIME EDUCATION SERIES, No. 12 DIVISION BULLETIN No. 10

**UNIVERSITY OF CALIFORNIA
DIVISION OF VOCATIONAL EDUCATION
RESEARCH AND SERVICE CENTER**

**THIRD ANNUAL REPORT
OF THE
DEPARTMENT OF PART-TIME EDUCATION
STOCKTON, CALIFORNIA
1921-22**

**BY
HOWARD A. CAMPION**

**Issued by
THE UNIVERSITY OF CALIFORNIA
in co-operation with
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**BERKELEY, CALIFORNIA
OCTOBER, 1922**

371.40
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53
P. 1-10-22

FOREWORD

This report was made by Mr. H. A. Campion, Director of the Department of Part-time Education in Stockton, as his third annual report to the Superintendent of Schools and Board of Education of that city. An attempt is made to reproduce a part of his report to illustrate one form of publicity which can be used to advantage by such a department in the schools. Mr. Campion made his report in an attractively bound volume with marginal index. The bulletin was composed of mimeographed pages, blue prints, from which cuts have been made for this publication, and copies of the blanks and forms used in his department, which are not reproduced here, but may be obtained from Mr. Campion upon request.

This bulletin is published with the hope that it will be suggestive to other directors in the state who wish to keep the community informed in regard to their work in the Department of Part-time Education.

EMILY G. PALMER,
In Charge of Research and Service Center.

To Readers of this Report:

This is a copy of a report submitted to the Board of Education of the Stockton City Schools. It represents an attempt to put in available form a complete account of the work carried on during the school year 1921-22, by this office and the departments represented.

The report is divided into three main sections as follows:

- I. Part-time Education.
- II. Employment and Guidance Work.
- III. Recommendations.

The success that may be evidenced by this report is largely attributable to the excellent coöperation of the Board of Education, the Superintendent, and the Principal of the High School. Without their coöperation and good will, assistance and confidence it would be impossible to make a success of this type of work. The community relations existing in Stockton are excellent and contribute largely to the value of part-time education and employment work.

To Mr. Benj. W. Johnson of the University of California acknowledgment is made for the suggestion upon which the chart on page 26 is based.

H. A. CAMPION,

Director of the Department of Part-time Education
and Superintendent of Placement and Guidance.

STOCKTON, CALIFORNIA, June 8, 1922.

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PART ONE

I. THE HISTORY OF THE DEPARTMENT OF PART-TIME EDUCATION

A. Passage of the Act.

The Part-time Act was passed by the California Legislature in 1919 and approved by the governor May 27, 1919. About eighteen states had, previous to that time, enacted compulsory part-time acts and many other states have since placed similar legislation upon their statutes.

B. Early Preparations.

The California Act became effective in July, 1920. The Stockton Board of Education, with foresight, appointed a Director of Part-time Education in February, 1920, with instructions to spend half of his time in making a study of all phases of part-time education and in laying plans for the organization of a part-time department in September, 1920.

With this object in view, a survey was made of all the occupations of the community. A study was made of the school census and all youths who would be subject to the law were interviewed; a campaign of publicity was started which has continued up to the present time; an investigation of school facilities available for this work was made and a class was conducted under the direction of the University Department of Education for the preparation of teachers for this new field. The report of the Director of Part-time Education for June, 1920, contains a complete account of all of these activities.

C. Opening of Classes—September, 1920.

By the time classes opened in September, 1920, surveys had been completed and students were located and assigned to classes. It was found that a large percentage of the minors subject to the law were employed and their place of employment was in most cases near the business center of town. It was soon evident that it would be impractical to hold classes at the high school and require students to cover such a distance in traveling from their place of employment to classes. A down town school was necessary.

D. Location of Classes.

Space for class rooms was first secured from the Record Publishing Company and classes were held on the third floor of the Record

Building from September, 1920, to January, 1921. At that time the Record property was turned over to a fraternal order on a long-term lease and it was necessary to secure new quarters for the Part-time School.

In January, 1921, rooms were leased in the Realty Building, 444 E. Market Street, the center of the business district. These rooms were equipped with blackboards and furniture by the School Department and the owners installed a skylight in the room to be used for a drawing room. The rent on these two rooms amounts to \$85.00 per month, which includes light, heat, and water. The rooms are still being used.

II. DEVELOPMENT OF THE DEPARTMENT

The Part-time Department has shown a steady growth each month since its organization. The number of students has grown rapidly from fifty-eight at the beginning to nearly four hundred. A detailed summary of this growth is shown in Table No. 1. New classes have been added from time to time, as the increased enrollment demanded, and new subjects have been introduced whenever a real community need was evident.

Part-time education in Stockton has shown a development during the past year which is by no means phenomenal, but which does demonstrate, however, the need of this form of education. The growth has been steady and has been influenced by more or less natural causes. Some of the causes for growth may be enumerated as follows:

1. The first cause of an increase over 1920-21 is, of course, the extension of the age limit from seventeen to eighteen years.
2. The public is becoming informed and educated on the subject of part-time education and the provisions of the law are now familiar to practically all of our citizens.
3. Through an efficient system of checking in the part-time office, very few students drop out of full-day school without being followed up and enrolled in part-time classes.
4. Through the work of coördination the instruction in part-time classes is being made more practical and valuable and students are thus attracted and their attendance improved.
5. Through the work of publicity and personal contact with local business men, the support of employers has been secured and this results in better attendance of their employees. (Discussed under "Community Relations".)
6. The spirit of good will and coöperation existing in the school department has been felt by teaching staff and students.

The actual conditions existing within the part-time department and the growth of the past year can best be shown by the statistics given

in the following tables. On the following pages are tables and graphs showing the enrollment and average daily attendance in the department, for the two preceding school years.

TABLE NO. 1

SHOWING INTERNAL GROWTH SINCE ORGANIZATION OF PART-TIME DEPARTMENT

For the Year 1920-1921

Month	No. Enrolled	Average Daily Attendance
Opening Day	58	
September	148	30.95
October	158	33.87
November	176	33.75
December	185	32.95
January	197	36.32
February	201	36.20
March	215	39.63
April	235	42.23
May	240	44.00

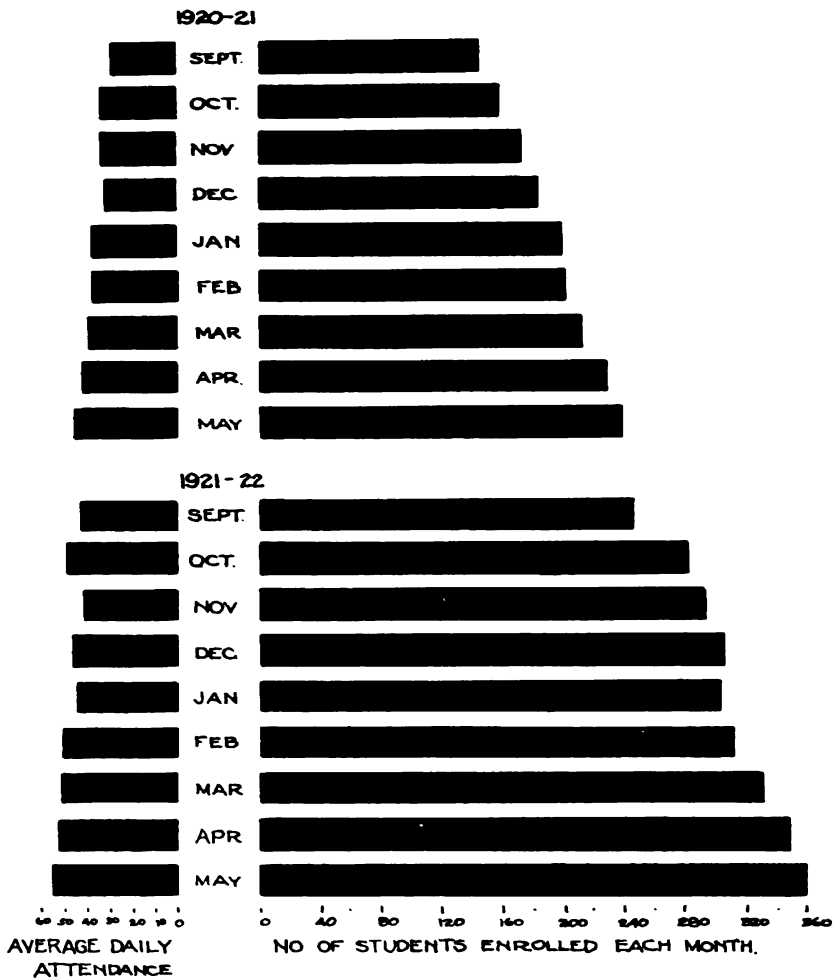
For the Year 1921-1922

Month	No. Enrolled	Average Daily Attendance	Accessions	Losses
September	247	43.8		3
October	284	48.1	40	10
November	295	42.9	21	9
December	308	46.2	22	13
January	306	44.3	11	8
February	313	50.2	15	10
March	337	51.9	34	22
April	348	54.2	33	9
May	360	55.0	17	6

The figures for the last month were estimated.

The total number of different persons attending part-time classes during the entire year 1921-22 was 428. This number is obtained by adding the total accessions to the number enrolled the first month.

THIRD ANNUAL REPORT



GRAPH SHOWING ENROLLMENT AND AVERAGE DAILY ATTENDANCE IN PART-TIME DEPARTMENT.

Only a small number of boys and girls under 16 years of age are employed in Stockton. The following table shows the occupations of these pupils:

TABLE NO. 2

INFORMATION REGARDING WORK PERMITS ISSUED TO PERSONS UNDER 16 YEARS OF AGE

Permit No.	Sex	Age	Grade Completed	Occupation
1	Female	15	8	Seamstress' helper
2	Female	15	8	Paper box factory worker
3	Male	14	9	Printer's apprentice
4	Female	14	9	Usher in theatre
5	Male	14	9	Printer's apprentice
6	Female	15	8	Domestic
7	Male	15	7	Cabinet maker
8	Female	14	8	Domestic
9	Male	15	6	Garage helper
10	Male	15	6	Drug store delivery boy
11	Male	15	8	Clerk, stationery store
12	Male	15	8	Garage helper
13	Male	15	7	Drug store delivery boy
14	Female	15	7	Domestic

Total permits issued to minors under 16:

Female—6

Male—8

Total—14

The following table and graph show the wide range in previous schooling to be found in the part-time group. It also shows that two-thirds have completed the eighth grade.

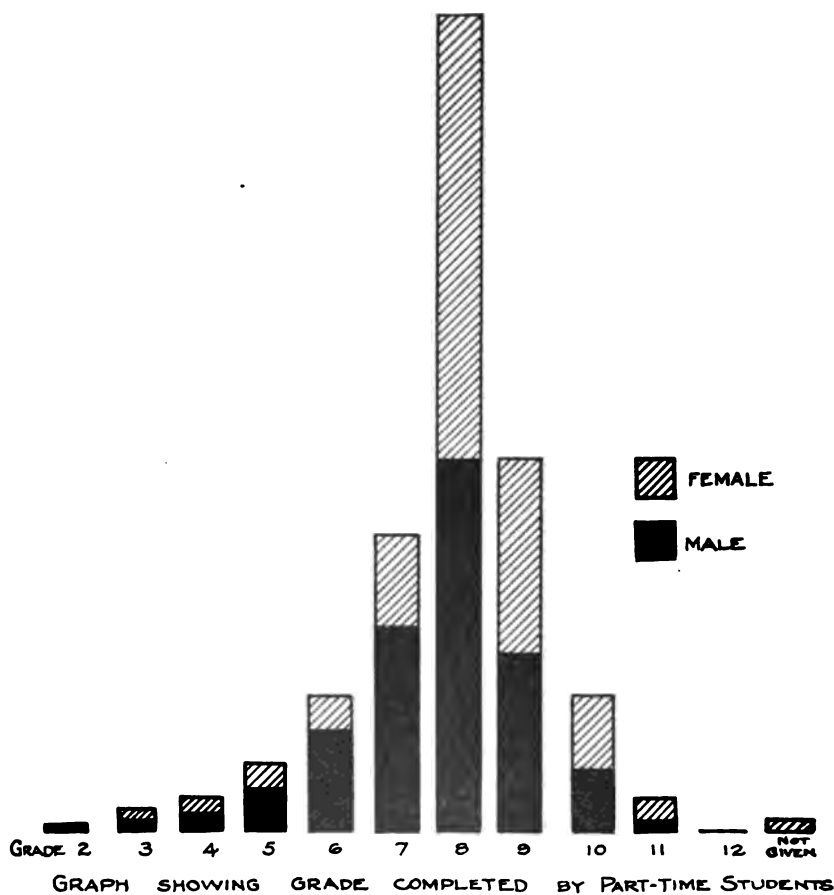


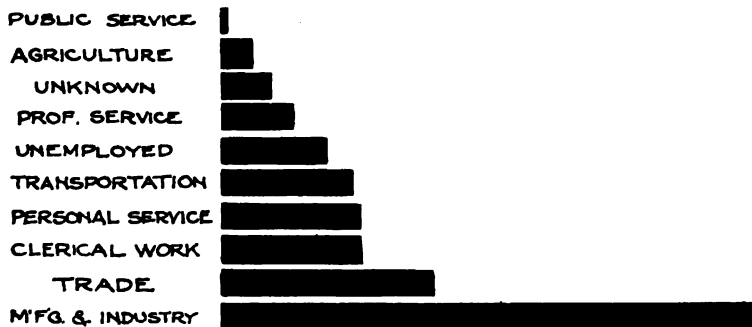
TABLE NO. 3
THE NUMBER AND PER CENT OF PART-TIME PUPILS CLASSIFIED ACCORDING TO GRADE COMPLETED

Grade Completed	Number			Per Cent of Grand Total
	Male	Female	Total	
2nd Grade	1	0	1	.23
3rd Grade	2	2	4	.93
4th Grade	3	4	7	1.65
5th Grade	10	6	16	3.74
6th Grade	24	8	32	7.50
7th Grade	50	21	71	16.60
8th Grade	89	77	166	38.80
9th Grade	43	47	90	21.00
10th Grade	14	18	32	7.50
11th Grade	2	5	7	1.65
12th Grade	0	0	0	0.00
Not given	0	2	2	.50
Total	238	190	428	100.00

TABLE NO. 4

THE NUMBER OF REGISTRANTS IN PART-TIME CLASSES CLASSIFIED AS TO GENERAL OCCUPATIONAL FIELDS

Occupational Field	Male	Female	Total	Per Cent of Total
Agriculture	9	0	9	2.20
Industry and Manufacturing				
Laborers and Helpers.....	83	61	144	33.70
Craftsmen and Apprentices	17	0	17	3.99
Commerce				
Transportation	34	6	40	9.35
Trade	44	21	65	15.20
Clerical Work	6	36	42	9.71
Professional Service	9	12	21	4.92
Public Service	1	0	1	.22
Domestic & Personal Service	14	28	42	9.71
Occupation unknown	10	4	14	3.26
Unemployed	11	22	33	7.74
Grand Total	238	190	428	100.00



CLASSIFICATION OF PART-TIME STUDENTS BY GENERAL FIELDS OF EMPLOYMENT.

The occupational fields in which the employed youths of Stockton are found is illustrated in the above table and graph. It will be observed that about one-third are in industrial work and one-third in commercial work.

Table No. 5 shows in detail the occupations of the same group within the various occupational fields.

TABLE NO. 5
THE NUMBER OF REGISTRANTS IN PART-TIME CLASSES CLASSIFIED BY SPECIFIC OCCUPATIONS

Occupation	Male	Female	Total
Agriculture	9	0	9
Industry and Manufacturing			
Laborers	83	61	144
Laborers—auto industries	21	0	21
Laborers—boat and shipbuilding	2	0	2
Laborers—cloth and sewing industries....	1	4	5
Laborers—cannery	7	16	23
Laborers—electrical supply mfg.	4	0	4
Laborers—food industries	8	2	10
Laborers—furniture mfg.	2	0	2
Laborers—laundry and dry cleaning.....	2	8	10
Laborers—metal industries	13	0	13
Laborers—mill and lumber industries....	2	0	2
Laborers—paper mfg.	2	0	2
Laborers—pencil mfg.	8	7	15
Laborers—miscellaneous	2	2	4
Laborers—box mfg.—wood	8	6	14
Laborers—box mfg.—paper	1	16	17
Craftsmen	17	0	17
Carpenters' and builders' apprentice....	3	0	3
Machinists' apprentice	2	0	2
Pattern makers' apprentice	2	0	2
Printers' and lithographers' apprentice	8	0	8
Other trades	2	0	2
Commerce			
Transportation	34	6	40
Express and truck drivers.....	6	0	6
Local deliverers	14	0	14
Messengers—telephone and telegraph.....	13	0	13
Railroad workers	1	0	1
Telephone operators	0	6	6
Trade	44	21	65
Helpers—fish and butcher shops.....	3	0	3
Workers—department and clothing stores	2	13	15
Workers—grocery stores	9	1	10
Workers—drug stores	19	0	19
Workers—specialty stores	8	7	15
Newsboys	2	0	2
Salesmen	1	0	1

TABLE NO. 5—Continued

Occupation	Male	Female	Total
Clerical Work	6	36	42
Bookkeepers	2	14	16
Stenographers	1	15	16
Others	3	7	10
Professional Service	9	12	21
Musicians	1	1	2
Draftsmen	4	0	4
Office Nurses	0	1	1
Ushers—theatre	1	9	10
Others	3	1	4
Public Service	1	0	1
Domestic and Personal Service	14	28	42
Domestic Service	1	22	23
Bell Hops	3	0	3
Bootblacks	2	0	2
Chauffeurs	1	0	1
Elevator Operators	0	2	2
Manicurists and Hairdressers	0	2	2
Seamstresses	0	1	1
Tailors	1	0	1
Waitresses	0	1	1
Others	6	0	6
Occupation unknown	10	4	14
Unemployed	11	22	33
Totals	238	190	428

TABLE NO. 6

NUMBER OF FOREIGN BORN PERSONS ATTENDING PART-TIME CLASSES

Place of Birth	Male	Female	Total
England	3	1	4
Russia	2	1	3
Canada	1	1	2
China	3	2	5
Italy	2	2	4
Portugal	0	2	2
Mexico	1	1	2
Switzerland	0	1	1
Holland	0	1	1
Total	12	12	24

The foregoing tables represent a thorough study of the enrollment in part-time classes for the year 1921-22. The figures are valuable in determining the nature of the instruction to be offered and the divisions required according to occupation and progress of the students.

In the classification according to occupation, we find that 34.26 per cent are engaged in commercial pursuits. These people need special training in commercial lines. There is likewise a large group engaged in industrial and manufacturing work and these people need work supplementary to their occupations. The remaining thirty per cent are scattered among the other classes of occupations and among the unemployed, and in many cases require individual instruction.

The table of "Grade Completed" shows the complexity of the problem of trying to group the students according to progress. While the largest part of the student body have completed the 7th, 8th, or 9th grades, there still remains the problem of caring for the few who have completed only the 3rd, or 4th grade, or those who have had two or three years of high school work.

III. SCHEDULE OF CLASSES AND COURSE OF STUDY

The classes in the Part-time Department have been arranged to meet, as nearly as possible, the convenience of employers. Factories and manufacturing plants have found it most desirable to send their employees for four hours at one session. This means that we have had to arrange classes that meet from 8 to 12 and others from 1 to 5. Then there are merchants and managers of offices who have had to be accommodated with a class for their employees from 8 to 9 four mornings in the week. Many of the garages and machine shops prefer to send their boys for two hours on two different days, preferably from 3 to 5. The grocers felt that they could best spare their help immediately after the lunch hour. These conditions, and the fact that we have available, only at certain hours, the laboratories and equipment of the high school make the task of arranging the program a difficult one.

The schedule of classes as they are now being held, 1921-22, is built so that the work is handled by two full-time teachers, the director, and seven teachers from the regular day-school on an hourly basis. The noticeable fault with this schedule is the lack of commercial subjects such as typing, stenography, office practice, and advanced bookkeeping.

On the following page is an outline of the program as it is planned for 1922-23. This program shows but little increase in the teaching force but through the arrangement of courses the work can be handled by three full-time teachers.

The notes following the schedule show how we have attempted to group the students according to occupation and previous schooling. An explanation of the schedule and location of classes is also included.

FIRST TERM - 1922-23. -

	Hour	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
MISS AM. POOL	8AM	CITIZ & HYG I	—	RETAIL SELLING	RETAIL SELLING	BOOKKEEPING
	9:00	ENGLISH I	—	RETAIL SELLING	RETAIL SELLING	BOOKKEEPING
	10:00	COMMERCE I	ELEM. INST.	PENMANSHIP	—	ENGLISH
	11:00	COMMERCE I	ELEM. INST.	CITIZEN & HYG.	—	CITIZ. & HYG.
	1PM	DEPT. WORK	CITIZ. & HYG. II	AMERICANIZATION	COMMERCE I	COORDINATION
	2:00	DEPT. WORK	ENGLISH II	AMERICANIZATION	COMMERCE I	COORDINATION
	3:00	—	BOOKKEEPING	—	ENGLISH	—
	4:00	—	BOOKKEEPING	—	CITIZ. & HYG.	—
MR. A. HEILERT	8AM	SHOP MATH.	—	CITIZ & HYG.	—	MECH. DRWG.
	9:00	CITIZ & HYG.	—	ARCH. DRWG.	—	MECH. DRWG.
	10:00	MECH. DRWG.	ELEM. INST.	ARCH. DRWG.	SPEC. INST.	SHOP MATH.
	11:00	MECH. DRWG.	ELEM. INST.	ARCH. DRWG.	SPEC. INST.	CITIZ & HYG.
	1PM	DEPT. WORK	CITIZ & HYG.	SHOP MATH.	CITIZ & HYG.	SPEC. INST.
	2:00	DEPT. WORK	SHOP MATH.	CITIZ & HYG.	SHOW CARD	FOR MACHINISTS
	3:00	—	SHEET METL. DR.	—	WRITING AND	—
	4:00	—	SHEET METL. DR.	—	SIGN PAINTING	—
	8AM	BKP. - ADV.	Typ. & STENO.	Typ & STENO	Typ & STENO	Typ & STENO
	9:00	BKP. - ADV.	Typ & STENO.	Typ & STENO	COORDINATION	Typ & STENO
	10:00	BKP. - ADV.	CIT & HYG.	—	COORDINATION	CITIZ. & HYG.
	11:00	CITIZ & HYG.	Typ & STENO	—	COORDINATION	Typ & STENO
	1PM	DEPT. WORK	COORDINATION	Typ & STENO	COORDINATION	COORDINATION
	2:00	DEPT. WORK	COORDINATION	Typ & STENO	COORDINATION	COORDINATION
	3:00	—	—	Typ & STENO	—	—
	4:00	—	—	CIT & HYG.	—	—
MR. H. CAMPION	8AM	CITIZ & HYG.	CITIZ & HYG.	OFFICE	THEORY MECHAN.	CITIZ & HYG.
	9:00	OFFICE	OFFICE	OFFICE	SLIDE RULE	OFFICE
	10:00	OFFICE	COORDINATION	COORDINATION	COORDINATION	SPEC. INST.
	11:00	COORDINATION	COORDINATION	COORDINATION	COORDINATION	SPEC. INST.
	1PM	DEPT. WORK	OFFICE	OFFICE	OFFICE	COORDINATION
	2:00	DEPT. WORK	OFFICE	OFFICE	OFFICE	COORDINATION
	3:00	COORDINATION	COORDINATION	AUTO. SCIENCE	COORDINATION	MACH. SHP. SCIENCE
	4:00	COORDINATION	COORDINATION	AUTO. DRAFT.	COORDINATION	BLUE PRINT RD.
EXTRAS	8AM	PHARMACY	PHARMACY	PHARMACY	PHARMACY	
	3PM	SEWING		MILLINERY	WOOD WORK	
	4:00	SEWING		MILLINERY	WOOD WORK	

Schedule of Classes in Part-time High School.

NOTES ON SCHEDULE OF CLASSES

A. Arrangement of Schedule.

The schedule is built on a daily basis and each vertical column represents the classes which are held on the day indicated at the top of the column. Thus, if a student can attend only on Monday, all of the classes available to him will be found in the first vertical column.

The hours of the day are indicated at the left of the schedule. Each class runs for sixty minutes except where special arrangement is made for individual students who have to attend class the following period at a different building.

B. Grouping of Students According to Occupation.

If possible, we try to place students in the group offering instruction which is especially related to their occupation. In Miss Pool's classes are all girls employed in factories, shops, etc. Miss Pool will also handle the Americanization work for some of the elementary commercial students.

Mrs. Kennedy, a new instructor, will handle all of the advanced commercial students, including girls and boys working in offices as bookkeepers, typists, stenographers, file clerks, etc. Persons having a good educational foundation, who wish to begin commercial work, may also register in these classes.

Mr. Eilert will handle all of the boys in industrial occupations. He should be consulted before boys from this group are enrolled.

C. Grouping of Students According to Grade Completed.

This is left to the teacher or coördinator enrolling the student. Numbers following courses, such as I or II, indicate that the course is designed for elementary (I) or advanced (II) pupils. It is impossible to draw the line between the advanced and elementary groups entirely on the grade completed, but other factors of experience, outside study, night school, general mentality, etc. must be considered.

D. Location of Classes.

The location of classes for 1922-23 has not been determined at this date and is not shown on the new schedule.

IV. TEACHERS

The following teachers have been employed in the Part-time Department during the school year 1921-22. The subjects taught by each teacher are given as are also the hours they have spent in this work.

Miss Alma Pool—Elementary Bookkeeping, English, Citizenship, Hygiene, and the common branches. Full time.

Mr. Alvin H. Eilert—Mechanical and Architectural Drawing, Shop Mathematics and Shop Science, Citizenship and Hygiene. Full time.

Mrs. R. W. Decker—Advanced Bookkeeping. Monday, Tuesday, Wednesday, and Thursday; 8 to 9.

Miss Flora De Vilbiss—Typing and Stenography. Tuesday, Wednesday, Thursday, and Friday, 8 to 9.

Mr. John H. Harrison—Machine Shop. Friday, 3 to 5.

Mr. Wilbur J. Hudson—Wood working. Thursday, 3 to 5.

Mr. Charles Libhart—Auto Repair. Monday, 3 to 5.

Mr. Roy T. Moore—Pharmacy. Monday, Tuesday, Wednesday, and Thursday, 8 to 9.

All of these teachers have made a special study of the part-time law and all phases of part-time and continuation school work. They are specialists in their lines and the success of their classes speaks for their efficiency and capability. Nearly all of these teachers were given special training in the problems of part-time education in a class conducted by the University of California in Stockton early in 1920. They hold California certificates as follows:

Special Part-time Certificates—Miss Pool, and Mr. Moore.

Special Secondary Certificates in subject taught—Mrs. Decker, Miss De Vilbiss, Mr. Eilert, Mr. Harrison, Mr. Hudson, and Mr. Libhart.

The successful teachers in part-time work must be more than good instructors in the subject they teach. They must, in addition, have a sympathetic attitude toward the problems of employed youths. The young people who are employed in the work of the community have different interests and characteristics from those who are still in school. They are more mature in business matters and require a different treatment. The part-time teacher must understand all of these differences and be ready to capitalize them.

The part-time teacher must also be familiar with the various industries and business lines in which the students are engaged and he or she must be able to analyze these occupations and select the things that offer opportunity for training in the school. In short, the part-time teacher must be a practical business person and must be able to meet and solve practical problems in a way that will inspire the confidence and respect of the young business men and women.

Stockton is fortunate in having the services of teachers that measure up to these specifications. It is hoped that they will remain in the department.

V. COST OF INSTRUCTION

An attempt has been made to secure figures on the cost of part-time instruction in other cities this year. Up to the present only a few accurate figures have been received. The cost per pupil in Stockton will apparently be more than in Oakland and San Francisco, about the same as in San Jose, and less than in Sacramento, Fresno, Berkeley, Richmond, Alameda, Los Angeles, or Long Beach.

COST OF INSTRUCTION—1921-22

Salaries—

Miss Pool	\$2100.00	
Mr. Ellert	2340.00	
Mr. Campion	2860.00	
Extra teachers (hourly basis)	896.00	\$8196.00

Other Expenses—(Overhead)

Office Assistant	\$ 450.00	
Supplies and Equipment.....	185.28	
Rent, Light, Heat, and Water	1020.00	
Tool Room Helpers, etc.....	36.00	\$1691.28

Total—Salaries and all expense		\$9887.28
Number of pupils enrolled	428	
Cost of instruction per pupil for year		\$ 19.14
Total cost per pupil per year		23.10

A comparison of these figures with the cost of operating the department during the year 1920-21 would indicate that the work has been carried on more efficiently and with greater economy this year. The cost of instruction per pupil last year was \$34.10. The total cost per pupil was \$36.80.

VI. REVENUES

A bill passed at the last session of the legislature makes a special appropriation from state funds for part-time education. This appropriation is made from the state funds before all other appropriations and is additional, over and above all other regular appropriations. This appropriation is based upon average daily attendance as follows:

For the first 10 units Average Daily Attendance	\$80 per unit
For the second 10 units Average Daily Attendance	\$60 per unit
For the third 10 units Average Daily Attendance	\$40 per unit

This will make a total of \$1800, the amount Stockton will receive under this special appropriation.

Another law of the last legislative session requires the County Superintendent to make a similar special appropriation from county funds. The scale for this appropriation is one-half that of the state scale and the amount received by Stockton under this provision will be \$900.

For the work of coördination which has been carried on by the director and teachers, we will receive \$750 from Federal funds under the Smith-Hughes Act. This amount was increased from \$500 last year.

Officials of the State Board of Education have said that they expect to have a surplus of Federal moneys allotted to California amounting to about \$10,000 this year. This will be divided among schools offering part-time education in sums proportionate to their enrollments. It is estimated that Stockton will receive about \$250 of this amount.

In addition to the above special sources of revenue, the school department will receive the regular state and county appropriations based on average daily attendance. With our average daily attendance for the year about 49, we will receive from the state \$980 (\$20 per unit of average daily attendance) and from the county \$60 per unit of average daily attendance.

Our revenues on part-time education will then be as follows:

Special State	\$1800
Special County	900
Regular State	980
Regular County	2940
Federal (Coördinator)	750
Federal (Surplus)	250
Total	<u>\$7620</u>

This means that the Part-time Education Department has cost Stockton, during the year 1921-22, \$9887.28 less \$7620 or \$2267.28. This is only \$5.29 per pupil for the year. A team of five part-time boys or girls (the equivalent in attendance of one full-time student) have cost Stockton only \$26.45.

VII. COÖRDINATION

A. Value of Coördination.

No other single factor can contribute as largely to the success of part-time and continuation schools as can an efficient scheme of coördination. Upon this work depends the degree to which the school can actually serve the home and business interests of the community.

Instruction for employed boys and girls must be made to have a practical value which is evident to them or they will fail to take an active interest.

Coördination and follow-up work has been the means of bringing together in Stockton groups of employers and parents for the purpose of discussing problems of continuing the education of employed youths. Many valuable suggestions have been received by our teachers through personal contact with these groups.

B. Who Does the Coördination in Stockton.

The Board of Education has instructed the Director of Part-time Education to spend one-half of his time on coördination. This has been done throughout the year. During a few weeks the time spent on this work has amounted to more than half of the total time.

In the carrying out of follow-up work the Director has become more than a coördinator. He is a salesman for education—not only part-time education, but high school and evening school as well. The value of personal contact with employers cannot be overestimated.

In addition to the field work done by the Director, each teacher spends some time in visiting the student, his home and his place of employment. The value of this follow-up work depends largely upon the ability of the teachers to interpret the significance of their observations, to see the child's needs, and then apply the proper instruction and influence. Our teachers seem to be making the proper analysis and in most cases they are, through practical instruction which meets the immediate needs of the student, bringing the school, home, and employer into closer coöperation.

The Smith-Hughes Act appropriates federal moneys for the aid of all vocational education, and in the case of part-time instruction, the State of California is applying this money to the support of coördination. Stockton will receive this year \$750 of federal money for their work of coördination.

VIII. COMMUNITY RELATIONS

Employers are few indeed who are unwilling to coöperate heartily in the matter of sending their youthful employees to part-time classes. The conditions in Stockton are exceptionally good and our experiences with employers during the past two years have always been most pleasant. When part-time education was started, many of the school people feared the work would fail because of imagined difficulties with employers. The employer's first reaction is apt to be unfavorable. The annoyance of arranging shifts, shorter hours for the same

wage, lack of confidence that a school is able to do practical work—these appear in the employer's mind as almost insurmountable obstacles. With business men, obstacles are never too great to be overcome when the results promise to justify the change. No one realizes more fully than the employers the necessity of providing for future employees who will be intelligent, efficient, and contented. Coöperation between the schools, the employers, and the home is not only possible, it is highly desirable. Each is in need of the other's assistance, each is largely helpless without the other's assistance.

Local employers' organizations have offered their coöperation in making part-time education meet the needs of their members. Clubs and societies have also indorsed the work and aided, in many instances, by securing speakers and distributing publicity material. The Merchants Association has even furnished a room free of charge in which our pharmacy class meets.

In brief, our community relations are excellent.

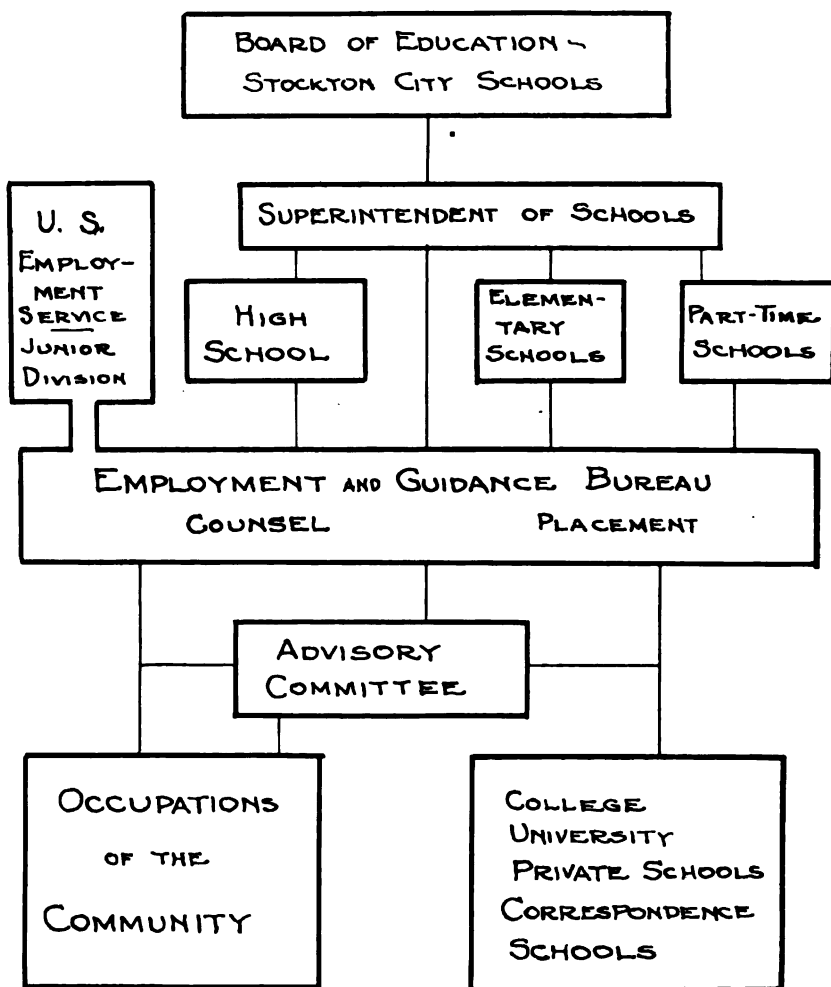


CHART SHOWING THE PLACE OF THE EMPLOYMENT & GUIDANCE BUREAU IN THE ORGANIZATION OF THE SCHOOL DEPARTMENT.

PART TWO

IX. EMPLOYMENT AND GUIDANCE BUREAU

PLAN OF ORGANIZATION

A. Local Organization.

The organization of the Bureau of Employment and Guidance now being developed in the Stockton schools was authorized by the Board of Education at the beginning of the school year 1921-1922. The persons charged with the responsibility of developing the work are responsible to Superintendent of Schools, Ansel S. Williams, and through him to the Board of Education.

The work has been placed in the hands of the following persons:

Mr. F. R. Love, Director of Industrial Arts.

Mr. L. N. Pease, Director of Commercial Education.

Mr. H. A. Campion, Director of Part-time Education.

Miss Lilien Eberhard, Placement Secretary.

H. A. Campion holds the federal appointment as Superintendent of Guidance and Placement.

Reports of the activities of the Bureau are prepared each week and are available for inspection at any time in the office of Mr. Campion. These reports contain information relative to the number of youths interviewed, the number referred to positions, the number placed, the nature of positions in which they are placed, the number returned to school, and other information.

The office is open six days a week and one or two evenings each week.

Forms, blanks, filing systems, etc. are, for the most part, furnished by the U. S. Employment Service, Junior Division.

The relation of the Employment and Guidance Bureau to other units of the school organization is shown by the chart on the preceding page.

B. The United States Employment Service—Junior Division.

The Junior Division of the United States Employment Service was created in December, 1918, for the purpose of caring for wage-earning boys and girls under twenty-one years of age. The work was first placed in the hands of Mrs. Anna Y. Reed, of Seattle. Mrs. Reed has since been succeeded by Miss Mary Stewart, the present

head of the Junior Division. Miss Stewart's title is: Assistant to Director General, in charge of Junior Division.

The Junior Division has as its ultimate aim the development of a national scheme or program for the guidance and placement of youth. The following is a quotation from a Junior Division Bulletin of January, 1921:

"The all inclusive purpose of the Junior Division is (a) to aid the schools of the country in assisting their charges to select and to prepare for some definite occupational responsibility in which they may be efficient, productive and constructive workers; (b) to do all possible to secure for them the type of position in which they may utilize their abilities to the best possible advantage; (c) to afford the type of employment supervision which will encourage efficiency, full development of abilities, adaptability and stability. By such a program it is hoped to lessen the future number of unemployables and drifters, to reduce social unrest and labor turnover and to instill in our youth, during the formative period of life, habits of thought regarding their individual responsibility for the industrial welfare of the country.

"The national office of the Junior Division is prepared to offer leadership and advice in analyzing local demands and in perfecting an organization best fitted to local needs. It also pools the experience of the country with reference to junior employment problems, and its officials visit periodically, keeping local offices informed as to newer and better methods of organization and operation."

Stockton is one of the cities chosen by the Junior Division for the purpose of developing the program of employment and guidance in connection with the city schools. Stockton is the only city in California working in coöperation with the Junior Division at the present time.

C. Advisory Committee.

To aid in making the local bureau function to the best advantage, a committee of business men have been selected to act as an advisory board. The members of this committee represent the following organizations:

Chamber of Commerce	Advertising Club
Merchants Association	Lions Club
Rotary Club	Progressive Business Club
Kiwanis Club	

This committee meets once a month and brings to the school people practical information regarding conditions in the business world.

Statistics regarding the work of the Stockton Bureau of Placement and Guidance are given in the two following tables. It will be noted in Table 7, the weekly report of placements, that the bureau has enjoyed a steady activity in the matter of placements. There is not a large volume of work represented in any one week and there is no mushroom growth in evidence, but figures show a consistent demand for young workers and at least a partially successful attempt to supply this demand.

Table No. 8 classifies, by occupation, the persons placed by this office during the year. A large number have been placed in commercial occupations, especially as stenographers and typists. Some of these have been part-time students, but the greater number are those who have been trained in the high school commercial department.

The following work has been carried on by the office in addition to the placements shown on the tables:

411 youths have been interviewed and counseled during the year.

14 have been influenced to remain in school.

21 have been returned to school after dropping out or entering part-time classes.

31 calls have been made at homes of applicants.

77 firms and business houses have been called upon, for the purpose of discussing employment matters.

23 employers have personally come to the office to find help.

1400 letters have been sent to employers informing them of the work of the school bureau.

1000 cards have been distributed.

6 talks have been made before clubs and civic organizations.

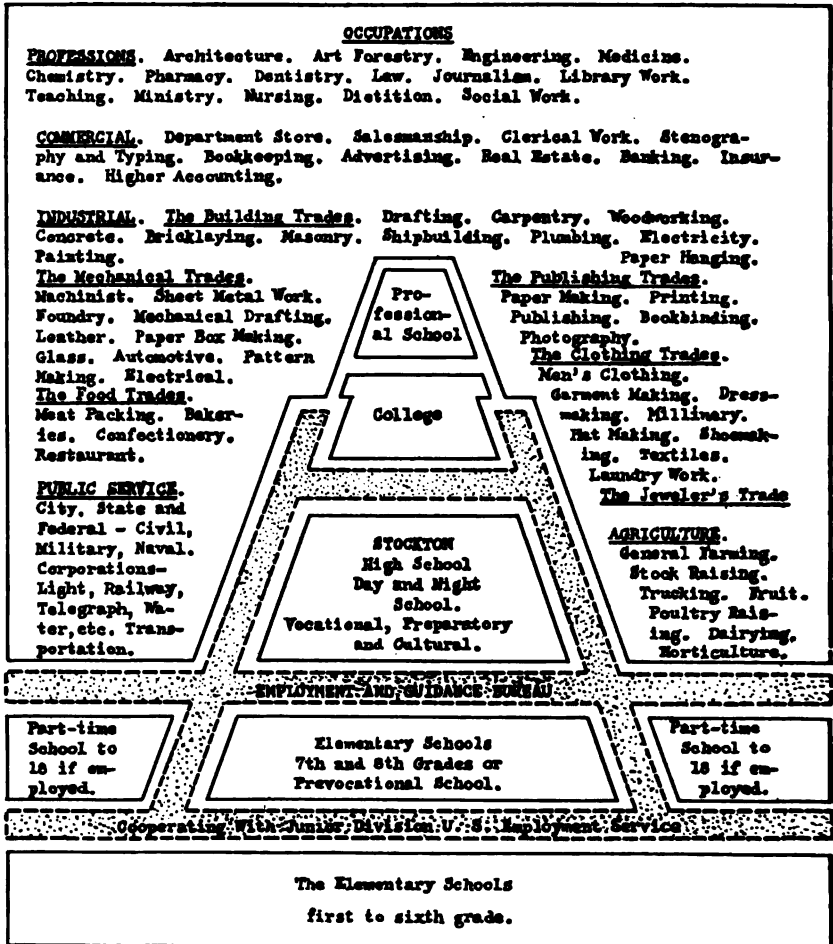
Publicity in the local press equivalent to 19 columns has been obtained.

5 meetings have been held by the Business Men's Advisory Board.

WORK OF THE BUREAU

The Employment and Placement Bureau has begun the solution of a problem that has been overlooked for many years—that of intelligently marketing the product of the schools. Heretofore we have spent all our energy in *educating* the child and when the job was completed, or when the child left our institutions whether the job was completed or not, there our interest in him ceased. And right there is where the making or breaking of a citizen takes place. At this entry into the occupational world is the point where a young man or young woman most needs good common sense advice, and assistance. Too many of our youths are entering occupations for which they are fitted neither mentally nor physically. And these misfits soon become the shifting, shiftless floaters and eventually the unemployed or unemployable.

A little assistance, sound guidance and instruction in obtaining and holding a job will aid in helping the young worker successfully past this early period of adjustment. And the schools are the logical agency to render this assistance as they are the agency that has



Linking School and Occupations through an Employment and Guidance Bureau.

trained them and knows their capabilities, characteristics, and qualities that make them especially fitted for certain occupations.

The Stockton schools have, through the Employment and Guidance Bureau, coöperating with the Junior Division, U. S. Employment Service, been rendering this assistance to many. The work should be extended, however, to meet the needs of all young people of the

community. There should be a central bureau which will act as a clearing house for all persons passing from one school to another or from a school into the occupations of the city. The place of such an organization in the life of our youth is shown in the preceding chart. The number of placements made each week is shown in Table No. 7 and the classification according to kind of occupation appears in Table No. 8.

TABLE NO. 7
PLACEMENTS MADE BY HIGH SCHOOL PLACEMENT BUREAU CLASSIFIED BY SEX
FOR EACH WEEK

Week Ending		Boys	Girls	Total	Under 16
October	29	4	7	11	2
November	5	4	2	6	1
	12	6	4	10	1
	19	9	7	16	1
	26	10	2	12	1
December	3	4	3	7	0
	10	5	5	10	0
	17	10	5	15	1
	24	3	6	9	0
	31	1	3	4	0
January	7	7	5	12	0
	14	3	5	8	0
	21	4	2	6	0
	28	2	3	5	0
February	4	3	5	8	0
	11	3	1	4	0
	18	4	3	7	0
	25	2	5	7	2
March	4	5	3	8	0
	11	3	4	7	0
	18	5	5	10	0
	25	6	5	11	0
April	1	5	1	6	0
	8	2	2	4	0
	15	3	2	5	0
	22	2	5	7	0
	29	7	5	12	0
May	6	5	6	11	0
	13	6	7	13	0
	20	7	5	12	0
	27	6	7	13	0
Total.....		146	130	276	9

Grand Total placements made, October 9 to May 27 285

TABLE NO. 8
PLACEMENTS MADE BY BUREAU, GIVING NUMBER REFERRED TO POSITIONS AND
NUMBER PLACED, CLASSIFIED BY OCCUPATION

Classification of Occupation	Unskilled		Semi-skilled	
	Referred	Placed	Referred	Placed
<i>Agriculture</i>				
Farming, gardening, etc.....	6	6	0	0
<i>Domestic and Personal</i>				
Housework in the home.....	16	14	0	0
Nurse girls and attendants.....	6	4	0	0
Waitresses and waiters.....	2	2	0	0
Bell boys	2	2	0	0
<i>Manufacturing and Mechanical</i>				
Stockkeepers and checkers.....	1	1	0	0
Packing and assembling.....	2	2	0	0
Helpers and attendants.....	18	15	1	1
Machine operators.....	9	8	5	5
Laboratory workers.....	2	2	1	0
Draftsmen	1	0	12	7
Apprentices	12	10	2	2
Inspectors	0	0	0	0
<i>Office and Sales Work</i>				
Cash girls and bundle wrappers.....	1	1	2	1
Cashiers	3	2	3	2
Clerks	15	8	10	9
Salesmen	14	8	3	1
Typists and stenographers.....	5	5	100	69
Delivery	28	20	6	4
Bookkeepers	0	0	13	7
Filing clerks	0	0	1	1
<i>Miscellaneous</i>				
Messengers	15	13	0	0
Office aides.....	4	4	2	2
Elevator operators.....	2	1	0	0
Chauffeurs and truck drivers.....	0	0	2	2
Laundry, cleaning, and dyeing.....	2	2	1	1
Laborers	6	3	0	0
Telegraph and telephone operators	2	2	1	1
Switchboard operators.....	0	0	0	0
Collectors	5	4	0	0
Ushers	1	1	0	0
Returned to school.....	30	30	0	0
Total	210	170	165	115

PART THREE

X. RECOMMENDATIONS FOR PART-TIME EDUCATION

1. The present teachers in the part-time department should be re-elected.

2. Time of 2.6 teachers is now being used for part-time classes. For next year it is estimated we will need the time of 3.1 teachers, an addition of one-half teacher. This should be taken care of by electing one full-time teacher who will do the work now done by regular high school teachers on an hourly basis. Some person or persons should be authorized to select such a teacher at once.

3. The work of coördination should be continued as at present with possibly a few hours additional allowed to teachers for follow-up work. For coördination we receive \$750 from Federal funds.

4. It is recommended that some steps be taken immediately to provide additional room for part-time education. One additional room will be absolutely necessary. Rooms of larger size and better lighting than the two we now have should be provided. These rooms must be convenient to the business section.

5. The part-time classes should be unified. At present classes are meeting in three different buildings at the high school, in the Prevocational, in the Realty building, in the Smith and Lang building, and overflow classes have been held at the College of Commerce, and other buildings. This does not allow enough central control or unit plan of operation. Each teacher must keep a register and handle his own absentees and disciplinary cases. A new location for the school should be large enough to allow all classes to be held at one center.

6. Provisions should be made to handle more of the older persons who wish part-time education for purely business reasons. There are many persons over 18 who wish additional training or special help for a few hours a week and cannot receive individual help in the regular day school.

FOR EMPLOYMENT AND GUIDANCE BUREAU

1. It is recommended that the work of the Bureau of Employment and Guidance be continued under the same plan of organization as at present operating.

2. Plans should be made to enlarge and extend the activities in this line of work as soon as the finances of the district permit.

3. Steps should be taken to obtain, if possible, temporary aid from the U. S. Employment Service, Junior Division, to allow immediate expansion of the functions of the bureau.

4. All school officials—principals and teachers—should be officially informed of the work of this bureau in order that children of the city may profit thereby.

LIST OF PUBLICATIONS OF THE DIVISION OF VOCATIONAL
EDUCATION, UNIVERSITY OF CALIFORNIA

PART-TIME EDUCATION SERIES

- Bulletin No. 1. Syllabus of an Introductory Course on Part-time Education. January, 1920. (Out of print.)
- Leaflet No. 1. A First Reading List for Administrators and Teachers in Part-time Schools. August, 1920. (Out of print.)
- Leaflet No. 2. The Work of Coördination in Part-time Education. November, 1920. (Out of print.)
- Bulletin No. 2. An Analysis of Department Store Occupations for Juniors. December, 1920.
- Bulletin No. 3. Coördination in Part-time Education. March, 1921. (A revision of Leaflet No. 2.)
- Bulletin No. 4. An Analysis of the Work of Juniors in Banks. May, 1921.
- Bulletin No. 5. An Analysis of Clerical Positions for Juniors in Railway Transportation. August, 1921.
- Leaflet No. 3. Selected Reading List for Administrators and Teachers in Part-time Schools. September, 1921.
- Bulletin No. 6. Part-time and Continuation Schools Abroad—Reprints. November, 1921.
- Bulletin No. 7. The Work of Juniors in the Telegraph Service. April, 1922.
- Leaflet No. 4. Recreational Reading for Part-time and Continuation Schools. March, 1922.
- Bulletin No. 9. The Work of Juniors in Retail Grocery Stores. July, 1922.
- Bulletin No. 10. Third Annual Report, Department of Part-time Education, Stockton, California. October, 1922.

NEWS NOTES

- Part-time News Notes v. I, Nos. 1-8. Nov. 1920-May, 1922. (Nos. 1, 2, 4, 5, 7 out of print.)
- Vocational Education News Notes. v. II, No. 1. September, 1922. (Expansion of Part-time News Notes.)

AGRICULTURAL EDUCATION SERIES

- Bibliography of Agricultural Reference Books. March, 1920.
- Bush Fruits Project Study Outline. March, 1920.
- Grape Project Study Outline. May, 1920.
- Poultry Project Study Outline. June, 1920.
- Swine Project Study Outline. June, 1920.
- Farm Mathematics Outline. August, 1920.
- Second Year—Farm Mathematics Outline. August, 1920.
- Suggestions for Farm Mechanics Work in Vocational Agriculture. November, 1920.
- Suggestive List of Illustrative Material for Teachers of Vocational Agriculture. December, 1920. Revised, July, 1922.
- Apricot Project Study Outline with Suggestive Exercises. March, 1921.
- Suggestive Exercises in Poultry Husbandry. April, 1921.
- Suggestive Exercises in Soils and Plant Life. April, 1921.
- Suggestive Exercises in Swine Production. May, 1921.
- Sheep Project Study Outline. June, 1921.

Baby Beef Production Project Outline. June, 1921.
Alfalfa Culture Project Outline. June, 1921.
Field Bean Culture Project Outline. October, 1921.
Revised Bibliography. January, 1922.
Analysis of Fruit Project. May, 1922.
Analysis of Apple Project. June, 1922.
Suggestive Outline on Farm English. July, 1922.
Outline for Animal Husbandry Project. September, 1922.
Suggestions for Making a Course in Farm Mechanics. October, 1922.
Agriculture News Letter. (Monthly.)

Bulletin No. 8, Agricultural Education Series No. 1. Job Analysis Applied to the
Teaching of Vocational Agriculture. May, 1922.



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PART-TIME EDUCATION SERIES, No. 13

4-10-1924
DIVISION BULLETIN, No. 14

DIVISION OF

Vocational Education

OF THE

UNIVERSITY OF CALIFORNIA and of the STATE BOARD OF EDUCATION

THE ADMINISTRATION OF THE PART-TIME SCHOOL IN THE SMALL COMMUNITY

PART ONE

BY

RALPH EDWARD BERRY

BERKELEY, CALIFORNIA

March, 1924

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UNIVERSITY OF CALIFORNIA

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PREFACE

This is Part One of a bulletin dealing with the problems of administering part-time education in the small community. The whole bulletin is in large part the work of Mr. Ralph E. Berry of the University of Wyoming, and in its original form constitutes Mr. Berry's thesis for the degree of doctor of education at the University of California. The editing and modifying necessary for bulletin purposes have been done by Emily G. Palmer, Special Agent for Training Part-time Teachers. It is hoped the study may be of practical service to those faced with the difficult but important and pressing problem of providing adequate training for the many thousands of boys and girls subject to the provisions of the California Part-time Act.

EDWIN A. LEE,

Director, Division of Vocational Education.

FOREWORD

The opportunity and responsibility of providing part-time education which will fit for gainful employment and efficient citizenship certain boys and girls between the ages of sixteen and eighteen rests first with the high school principal. But it cannot be expected that part-time pupils can be reached through the efforts of the school department alone. An effective part-time program must be the result of community-coördinated efforts, although the leadership for establishing coördination must be assumed by the high school principal. One of the first steps in securing community coöperation is the appointment of a community advisory committee which should be thoroughly representative of community interests.

In this bulletin Mr. Berry, who has made a comprehensive study of part-time education in California, rightly emphasizes the importance of coördination, and clearly sets forth the problem of part-time education and a practical solution. Mr. Berry is analytical and logical; his suggestions are practical and workable. For these reasons, high school principals should find this bulletin of real value.

The Commissioner of Vocational Education commends this bulletin and the one to follow to those charged with the administration of part-time education and expresses the appreciation of the Department of Vocational Education of the State Board of Education to the Division of Vocational Education of the University of California for this contribution to the field of school administration.

NICHOLAS RICCIARDI,

State Commissioner of Vocational Education.

CO-OPERATION IN PART-TIME EDUCATION

Part-time education as provided in the school law of our State has wonderful possibilities if we can make the machinery of the law function properly. In education we need not concern ourselves greatly about the boy or girl who is progressing through the grades of the elementary school with regularity. But the youth who has had difficulty in making his grades and classes, who is more or less discouraged and who wants to go to work, or whose earnings are needed by his parents, does merit our concern. The boy with full opportunities who makes good with them will succeed with almost any kind of educational machinery, but the boy who is handicapped finds it hard and needs the stimulus of guidance as well as education. It is for him that part-time education was devised. How well is he receiving it? How well are we succeeding in placing part-time education in his hands? Have we set up the part-time educational machine and commanded it to function without getting behind it to see that it does function? These questions we might well ask ourselves and measure the answers by the results that we can individually point out in our daily observances. "It is results that count" may be threadbare platitude but still a mighty good yardstick to measure our achievements.

I believe employers will cooperate in part-time education, but to some extent at least they need educating as to the value of this effort in behalf of their young employees. The employer and the public, and in many instances the very parents of the boy affected, look to the school authorities to carry out the functions of the part-time law. The boys themselves must feel some urge, in most instances, other than the mere knowledge that there is such a thing for him as an opportunity to attend school a part of his time.

But the boy who has found school uninteresting and a drudge and who wants to go to work—who will do almost anything to get away from school that he may have been goaded to attend for years of his young life—will, in most instances, return to his classes and school companions with renewed joy and interest after he has a taste of employment where he is confined to a task day in and day out. He will soon look forward to the hour or two hours a day that he is released from office or shop to attend school. He will see education from a different angle, especially if his part-time lessons apply to the work he is doing.

Part-time education has great possibilities, but its functioning will be in doubt if it is left entirely in the hands of the employer or even to the parents. The school must not depend upon the employer to see that young people attend school. One could doubt the wisdom of a law that makes the employer responsible for such attendance. I have known several instances where employers have discharged boys after the law became effective on account of the part-time school; not that they are unwilling to provide time for the boy to attend school, but that they do not want to become involved in something they know so little about. Anything that mitigates against the boy's securing useful and interesting employment is against the boy himself and against the objects and aims of part-time education.

The cooperation of the parents, the boy, the employer, and the school are all necessary to the best results of part-time education and in this the school must take a prominent, definite, and systematic part, for sometime the parent does not care, and the employer is indifferent, or more often neither understand. The school does understand and must give of its knowledge and ability to the end that we may have a workable and working part-time educational system.

S. D. MEEK,

Chairman, Vocational Education Committee,
State Board of Education.

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INTRODUCTION

The California Part-time Act, passed by the Legislature of 1919, went into partial effect over the state with the opening of the fall term of school in 1919. Through progressive steps, three age groups were included so that at the opening of school in the fall of 1921 all the groups falling under the provisions of the Act were subject to compulsory attendance at part-time classes. By the end of June, 1922, provision for the education of part-time pupils had been established in seventy-five communities in the state.

1. NATURE AND SCOPE OF THE STUDY

The administration of the part-time school in the small community presents quite different problems from the administration of such a school in the larger city. Because of the number of small communities in the state and their peculiar difficulties it was decided to confine this bulletin to the administration of the part-time school in the small community.

It is difficult to draw the line between the small community and the large. At first it seemed advisable to include in the study only schools in cities having less than 10,000 population. However, several cities having a much greater population than 10,000 were found to have the small town type of part-time school organization. So, for the purposes of this publication the "small community" was defined as a city having a population of less than 25,000 people. This definition brought within the scope of the study part-time schools or classes in sixty-three cities. It includes schools in every section of the state.

The first group for whom the Part-time Act provided instruction included persons between the ages of eighteen and twenty-one years of age "who cannot speak, read or write the English language to a degree of proficiency equal to that required for the completion of the sixth grade," and persons less than sixteen years of age falling within the provisions of the law. The second group included persons under seventeen years of age and the third group included persons less than eighteen years of age.

The problem of instruction for the group eighteen to twenty-one years of age is essentially one of elementary education and Americanization. Their instruction, except in a few instances in the state, is given in evening classes as allowed by the Act. The education of such a group differs so greatly from that of the groups from fourteen to eighteen years of age who must attend school in the hours between 8 A.M. and 5 P.M. that they are not included in this discussion.

The purpose of this publication is twofold: first, to discover and examine at close range the problems confronting administrators of part-time schools; second, to make, as a result, certain constructive suggestions which would be of assistance to part-time school administrators.

2. SOURCES AND METHODS

Data for this study were obtained from the following sources:

(1) The part-time law of California and Bulletin 23, P-t. E., issued by the State Board of Education.

(2) Records and reports in the office of the Research and Service Center of the Division of Vocational Education of the University of California.

(3) Coördination and teaching reports of part-time school administrators, on file in the office of the Commissioner of Vocational Education for the State of California. Some of these reports were incomplete, but a sufficient number were completely filled out to afford valuable information in regard to enrollment, attendance, instruction, and costs.

(4) Visits to part-time schools. The writer visited 31 small part-time schools. Among these schools were to be found all types of part-time school organization. On each visit conferences were held with the high school principal, with the coördinator if there was such an official, and with part-time teachers. In each school visited, some time was also devoted to observing instruction in English, citizenship, arithmetic, and commercial subjects.

3. ORGANIZATION OF MATERIAL

Part One contains three chapters. Chapter I gives an analysis of the California Part-time Act and other laws affecting the part-time schools. Chapter II contains a discussion of the necessary procedure in organizing the part-time school or department in a small community. The same procedure would, of course, apply to the organization of the work in a larger community. Chapter III takes up the financial problem. It is seen that there is little correlation between enrollment in the part-time school and the cost, as the work is at present conducted.

Part Two will contain chapters on the instructional problems, the social problems, the enrollment and attendance problems, and the blanks and forms which will aid in the administration of the part-time school.

CHAPTER I

THE CALIFORNIA PART-TIME ACT AND CERTAIN OTHER
LAWS AFFECTING PART-TIME SCHOOLS

It is not proposed to reproduce here the California Part-time Act, but to review certain provisions of the act and the laws affecting part-time schools as a background for the discussion of problems which arise in the administration of part-time schools in small communities.

1. PERSONS AFFECTED BY THE PART-TIME ACT

There are three classes of persons who, unless exempted, must attend special day part-time classes.

(1) Those between fourteen and sixteen years of age who hold work permits and are thus exempt from attendance upon the regular full-time day school classes.

(2) Those between sixteen and eighteen years of age who have not had a four-year high school course or its equivalent, and who are not in attendance upon regular full-time day school classes.

(3) Those between eighteen and twenty-one years of age, who cannot speak, read, or write the English language with a degree of proficiency equal to that required for the completion of the sixth grade of the elementary school, and who are not in attendance upon evening school classes.

2. EXEMPTIONS FROM COMPULSORY ATTENDANCE

Under section 3 of the Part-time Act it is provided that the following minors, otherwise subject to the act, may be exempted from compulsory attendance:

(1) Those who, because of physical or mental condition, are unable to attend or to benefit by the instruction.

(2) Those who must render personal service to dependents.

(3) Those who reside more than three miles from a suitable class maintained by the high school.

Under Section 14 of the Act it is provided that a high school board may exempt those whose interests would suffer if they were compelled to attend special part-time classes. In addition to those exempted under the three headings above, there may be exempted for good cause under the provisions of section 14, not more than three

pupils plus "five per cent of the total number of minors subject to compulsory attendance upon part-time classes. That is, there may be exempted

(1) 3 pupils out of the first 19 or fraction of 19, and in addition,

(2) 1 pupil for each additional 20 pupils or fraction thereof.

Hence under these two provisions of this section from an enrollment of:

12 to 19 pupils 3 may be exempted for good cause.

20 to 39 pupils 4 may be exempted for good cause.

40 to 59 pupils 5 may be exempted for good cause.

It is to be noted that this section is drawn in the interest of only those minors whose welfare would be jeopardized if they were required to attend classes.

3. WHICH HIGH SCHOOLS MUST ESTABLISH PART-TIME CLASSES

When during any given year the enrollment of full-time day high school pupils residing within three miles of the high school reaches fifty, the high school board for the district must at the opening of the first school term of the following year, establish and maintain special part-time classes, or show by a census survey that the district is exempt because there are fewer than twelve persons residing within three miles of the school who would be subject to compulsory attendance under the Act.

4. WHEN AND WHERE CLASSES MAY BE MAINTAINED

Section 1 of the Part-time Act requires that high schools set up special day part-time classes between the hours of 8 A.M. and 5 P.M. The first paragraph of Section 14 of the Act provides that special part-time classes may be maintained on Saturday, but that has in effect been repealed by the reenactment of Section 10 of the Political Code at the 1921 session of the Legislature, which restricts the public schools of the state to the days Monday to Friday, inclusive. At the present time, then, special part-time classes may not legally be maintained on Saturday.

Neither the Political Code nor the Part-time Act designates the places where the special part-time classes shall be held. It is the intention of the law, as interpreted by the State Board of Education, that classes shall, so far as possible, be held at such places within the district, upon such days, and during such hours as will be most convenient for attendance by the employed youth of the community.¹

¹ California State Board of Education. Bulletin No. 23, P-t. E., p. 7, Sec. 6, 1921.

5. THE THREE-MILE PROVISION

Other conditions having been fulfilled, Section 1 of the Part-time Act requires certain high schools to establish and maintain special part-time classes when the required number of prospective pupils reside within a radius of three miles of the high school. Employment at a distance greater than three miles from the special part-time class is not recognized by law as grounds for exemption from attendance. However, since it would in many cases work a hardship upon both pupil and employer, should such attendance be required, the location of classes convenient to the place of employment is permitted, provided a satisfactory agreement can be reached between the pupil and the high school authorities.²

It is also to be noted that residence at a distance of more than three miles from a high school building in the district does not necessarily exempt a pupil from attendance. If a special part-time class is maintained anywhere in the district, the pupil must attend that class if he resides within three miles of the place where it is maintained. This holds true even though the class may be maintained in a county other than the one in which the pupil resides. The pupil is exempt only in case his place of residence is in no high school district whatsoever.³

6. FREQUENCY AND TOTAL AMOUNT OF ATTENDANCE

Section 3 of the Part-time Act requires attendance upon part-time classes "for not less than four sixty-minute hours per week for the regularly established annual school term." It is provided, however, that the local school authorities may accept in lieu of attendance for the entire term, "not less than 144 hours of attendance, which, beginning with the opening of the high school of the district for the year, shall be accumulated at the rate of not less than four sixty-minute hours per week."

The same section provides further that the local school authorities may, in their discretion, arrange with parents, guardian, or other person responsible for any minor "for his full-time attendance upon a special class maintained for such minor at a convenient season, wherein he may secure the one hundred forty-four hours of attendance" required of him under the provisions of the Act.

² California State Board of Education. Bulletin No. 23, P-t. E., p. 7, Sec. 6, 1923.

³ Part-time Act, Sec. 3.

7. FINANCIAL AID FOR PART-TIME CLASSES

In the Part-time Act there is no provision for special aid for part-time classes. However, a bill passed by the 1921 session of the legislature makes provision for special state aid for part-time education.⁴ Under the provisions of this bill, the appropriation for part-time education is made before all other appropriations, and is additional, over and above the regular appropriations for education. This special state aid is a reimbursement to the district for moneys expended during the preceding school year. The reimbursement is made on the basis of units of average daily attendance. A major fraction of a unit counts as one unit. State aid is now provided as follows:

Special state funds for part-time education:

\$80 for each unit of the 1st 10 units of a. d. a.⁵

\$60 for each unit of the 2d 10 units of a. d. a.

\$40 for each unit of the 3d 10 units of a. d. a.

Regular state funds for part-time education:

\$20 for each unit of average daily attendance.⁶

Another law passed by the 1921 legislature requires the County Superintendent of each county to make a special appropriation from county school funds for the aid of part-time education in the county.⁷ This appropriation is also on the basis of units of average daily attendance. Special part-time classes, then, receive aid from the county in the following amounts:

Special county funds for part-time education:

\$40 for each unit of the 1st 10 units of a. d. a.

\$30 for each unit of the 2d 10 units of a. d. a.

\$20 for each unit of the 3d 10 units of a. d. a.

Regular county funds for part-time education:

\$60 for each unit of average daily attendance.

In addition to the special and regular state and county aid for part-time education the state will reimburse each high school district from state and federal funds on account of the services of persons acting as coördinators. This aid is given on the basis of the number of pupils enrolled in the elementary schools of the district for the preceding year. The apportionments on this account are as follows:

⁴ Art. XV, Sec. 1761, paragraph w, Political Code.

⁵ Average daily attendance.

⁶ This is an approximation. For the year 1920-1921 the amount was \$21.45.

⁷ Article XV, Sec. 1764, Political Code.

(1) To each city high school district that enrolled in the elementary schools of said district during the year next preceding:

(a) 50,000 or more pupils	\$4,000
(b) 25,000 or more pupils	2,000
(c) 7,500 or more pupils	1,000
(d) 5,000 or more pupils	750

(2) To each high school district not falling under the above classifications \$2.00 for each part-time pupil enrolled in and attending part-time classes for a total of more than 72 hours per year.

Under the provisions for special and regular state and county aid for part-time education, a high school district maintaining part-time classes with a total enrollment for the year of 30 pupils each attending more than half of the minimum of 144 hours, and with an average daily attendance for the year of 5.6, would receive for the next ensuing school year the following reimbursements:

State aid:		
Regular	$6 \times \$20$, or \$120	
Special	6×80 , or 480	
		\$600
County aid:		
Regular	$6 \times \$60$, or \$360	
Special	6×40 , or 240	
		600
Total		\$1,200
Aid for coördination, if provided: $30 \times \$2$, or		60
Grand total		\$1,260

On the annual report of the State Superintendent of Public Instruction listing the amount of money apportioned to the various school districts of the state the amount of \$120 will not appear as a separate item but will be included in the regular high school apportionment for total average daily attendance. For example, for the school year 1920-1921, the total average daily attendance for the year in a certain high school district was 338, this total being made up as follows: Regular high school, 322; evening school, 10; part-time school, 6. This school received as reimbursement for the year regular state aid to the amount of \$7,250.10 ($338 \times \$21.45$). Of this amount, \$128.70, or $6 \times \$21.45$, must be credited to the average daily attendance of part-time pupils.

8. AVERAGE DAILY ATTENDANCE OF PART-TIME PUPILS

A part-time pupil must attend classes for a minimum of four sixty-minute hours per week. Four hours is the minimum school day in the full-time school. Average daily attendance is computed on this basis with each four hours of attendance making one full day of average daily attendance. If, then, the aggregate 60-minute hours of attendance upon part-time classes for a given month amounted to 746, the aggregate *days* of attendance for that month would be one-fourth of 746, or 186.50. A special part-time class is a special class of the day high school. Hence, if, during the month in question, the full-time day high school had maintained school for 20 days, the average daily attendance for the month in the part-time classes would be one-twentieth of the aggregate days of attendance of 186.50, or 9.32. Average daily attendance for the year upon part-time classes is obtained in the same manner; i.e., by dividing the aggregate days of attendance for the year by the total number of days the high school was in session for the year.

TABLE 1

METHOD OF COMPUTING MONTHLY AND YEARLY AVERAGE DAILY ATTENDANCE UPON PART-TIME CLASSES

Month	5*	Divisor of figures in column 5	6*	Divide figures in column 6 by number of days taught each month	7*
	Total 60-minute hours of attendance of all persons each month		Total days of attendance each month		Average days of attendance each month
1st	746	4	186.50	20	9.32
2d	646.20	4	161.55	18	8.98
3d	610	4	152.50	15	10.17
4th	776.52	4	194.13	17	11.42
5th	895.52	4	223.88	20	11.19
6th	989.76	4	247.44	20	12.37
7th	794.28	4	198.57	19	10.50
8th	869.84	4	217.46	20	10.87
9th	873.20	4	218.30	20	10.92
10th	807.56	4	201.89	18	11.22
Total for year	8008.88	4	2002.22	187	10.70

* The numbered columns are identical with those in the annual report to the State Commissioner of Vocational Education. The columns between were inserted to show how the results in columns 6 and 7 were obtained. The data in columns 5, 6 and 7 were taken from the report of the Petaluma part-time classes for the year 1921-1922. The total enrollment for that year in the Petaluma part-time classes was 110 pupils.

9. ATTENDANCE UPON OTHER SCHOOLS OR CLASSES

Attendance previously secured upon regular full-time day high school classes cannot be substituted for the required attendance upon part-time classes. This point is covered by two provisions in Section 3 of the Part-time Act, which reads as follows:

“provided that the local school authorities may accept in lieu thereof not less than one hundred forty-four hours of attendance which, beginning with the opening of the high schools of the district for the year, shall be accumulated at the rate of not less than four sixty-minute hours per week; and provided, further, that the local school authorities may, in their discretion, arrange with the parents, guardian, or other person responsible for any minor for his full-time attendance upon *special* classes maintained for such minor at a convenient season, wherein he may secure the one hundred forty-four hours. . . .”

As was pointed out in a bulletin by the State Board of Education,^{*} “If this proviso means that attendance previously secured may be substituted, the statement would be ‘has been accumulated.’” The proviso does make it possible for school boards to arrange previously with part-time pupils for their attendance upon *special* classes in which they may accumulate the required 144 hours at a more rapid rate than four hours per week, provided the classes shall begin with the beginning of the school term. The first proviso permits the accumulation of attendance upon *special part-time classes* of more than four hours duration per week, beginning with the opening of the school term. The second proviso permits the accumulation of attendance upon *special full-time classes* that may be set up during any period of the year. It is important to note that in each case the law contemplates the accumulation of attendance upon *special* classes, and not upon regular full-time day high school classes. Hence, any pupil who falls within the age limit of the Act and who starts a regular full-time day high school course, must, if he withdraws from the same during the school year, immediately enroll himself for the remainder of the year in a part-time class.

It is to be noted, further, that if pupils are attending school under the provisions of the Part-time Act they are part-time pupils, and as part-time pupils must take a course in citizenship. The high school authorities must provide for them individual counsel and guidance in vocational and social matters.

An interpretation has been placed upon Section 3 of the Act, which allows attendance upon part-time instruction provided by other

^{*} California State Board of Education. Bulletin 23 P-t. E., p. 10, Sec. 16, 1921.

agencies to be accepted in lieu of attendance upon satisfactory public part-time classes, only in case the instruction prescribed by the Act is given in citizenship, and only in case such courses are approved by the school authorities. Apprentice schools conducted by employers and commercial courses given by private schools have been recognized in a few communities.

10. ENFORCING ATTENDANCE

Section 5 of the Part-time Act states that "each parent, guardian, or other person having control or charge of any minor required . . . to attend special part-time classes, must compel the attendance of such minor upon the same." For failure to perform this duty "he shall be deemed guilty of a misdemeanor, and upon conviction shall be liable, for the first offense, to a fine of not more than ten dollars or to imprisonment for not more than five days. . . ."

Section 7 of the Act states that "the employer of any minor under eighteen years of age . . . shall require of said minor a school enrollment certificate and permit to work. . . ." "Within five days after the beginning of employment he shall send to the principal of the school issuing said enrollment card and permit to work a written notification of such employment."

Section 8 of the Act provides that "any person, firm, corporation, agent, or officer of a firm or corporation that violates or omits to comply with any of the provisions of this Act, . . . is guilty of a misdemeanor and shall, upon conviction thereof, be punished by a fine or not less than fifty dollars nor more than two hundred dollars, or by imprisonment in the county jail for not more than sixty days, or by both such fine and imprisonment for each and every offense."

Section 6 of the Act states that "the high school board . . . shall, on the complaint of any persons, make a full and impartial investigation of all charges against any parent, guardian or other person having control or charge of any such minor for violation of . . . the compulsory attendance provisions of the Act." If, upon investigation, it is found that such parent, guardian or other person has violated the compulsory attendance provisions of the Act, Section 6 states that attendance officers shall have power, and it shall be their duty to make and file a criminal complaint against the offending party, and see that said charge is presented by the proper authorities."

Section 9 of the Act states that it shall be the duty of a truant officer or other person authorized by the high school board to bring action against any person, firm, corporation, agent or officer of a firm or corporation that employs a minor in violation of the provisions of the Act.

11. SECURING REGISTRATION OF MINORS

To secure the names of pupils who shall be in full-time or part-time school a yearly registration of minors is provided for in Section 1662 of the Political Code. The Act provides for an "official registration week for minors under eighteen years of age and over three years of age" for the "first full week in October." . . . "The principal and elementary schools teachers of the district shall serve in their respective schools as registrars of minors." Regular state blanks are provided by law for this registration. On these blanks are to be recorded "information regarding sex, age, nationality of parents, nativity, residence, education, occupation," and such other information as may be considered necessary.

The responsibility for registration rests first on the parents of the children. The law states that, "it shall be the duty of every parent, guardian, or other person having control or charge of any minor under the age of eighteen years, and over the age of three years, to cause such minor to be registered each year according to the provisions of law, on the official registration days at a public elementary schoolhouse in the school district in which he resides.

"When the place of residence of a minor under eighteen years of age has been changed after the first full week in October, the parents, guardians, or other person or persons having control or charge of such minor shall within ten days after coming into the district, or on the first day of the opening of the school term, cause him to be registered during the regular school hours on a regular school day at a public elementary schoolhouse of the district into which he has moved."

Second, the responsibility rests on certain school authorities. The law provides that, "Should a teacher, a member of a board of education, or an attendance officer know of any minor under eighteen years of age who is not registered as provided by this section, said official is hereby authorized and it is his duty to provide for the registration of such minor."

This method of registration may or may not be a valuable source of information depending upon the efforts of the school authorities to make it known throughout the district that the registration is to take place and depending upon their zeal in making a determined effort to have the registration complete. The law carries no penalty for failure to comply with the regulations regarding registration.

12. SUBJECTS OF INSTRUCTION

Subdivision first, Section 4, of the Part-time Act, states that any subject suitable to the different needs of the various pupils may be taught in a part-time class. The same subdivision and section of the Act states that local school authorities shall provide instruction in short unit courses in:

- (1) Civics (citizenship) for all pupils.
- (2) Pre-vocational or vocational subjects for those engaged in unskilled occupations.
- (3) Vocational or supplemental vocational subjects for those engaged in skilled occupations who need and desire such instruction.
- (4) Home economics for those who need and desire such instruction.
- (5) English for those who cannot speak, read, or write the English language to a degree of proficiency equal to that required for the completion of the sixth grade of the elementary schools of the state.

Stating these provisions from the standpoint of the part-time pupil:

- (1) Each pupil who is not deficient in the English language must take:
 - (a) a course in citizenship;
 - (b) a pre-vocational, a vocational, or a supplemental vocational subject.
- (2) Each pupil who is deficient in the English language must take:
 - (a) a course in citizenship;
 - (b) such courses in English as will remove the language deficiency.

The same subdivision and section of the Act further states that the high school authorities:

- (1) Shall not require a minimum uniform standard of proficiency in any subjects except those designed to prepare for other classes or other schools.
- (2) Shall provide individual counsel and guidance in social and vocational matters for each pupil.

13. CONCLUSIONS

As the part-time school proves itself to be of service to working boys and girls its scope should be extended to other groups not now covered by the law. Facilities for transportation are such that the size of the district covered by the Part-time Act might well be increased.

(1) According to the present wording of the law those "who reside within three miles of a suitable class maintained" . . . under the provisions of this Act by a high school district" must attend these part-time classes. Principals all over the state feel that the time is now ripe to extend the radius of the district to take in the whole high school district or at least such parts of it as are served by good transportation facilities including school bus lines.

With the law unchanged a high school principal may still establish a special part-time class in any one of the grammar schools of his district and compel the attendance of all minors not exempted for other reasons, who reside within three miles of said special class. In one district where this plan was used, for the purpose of securing the attendance of those pupils residing more than three miles from the high school, practically every pupil chose to attend the central part-time classes maintained in the union high school although they came six or eight miles. This method of securing the attendance of pupils living more than three miles from the high school could probably be employed to good advantage in many other communities.

(2) The number of exemptions which the school board may make "for good cause" are limited in number by law. In the opinion of the State Commissioner of Vocational Education, this privilege should be exercised very carefully and in the interests of only those minors whose moral, mental, or physical welfare might be injured if they were required to attend these classes. "Economic welfare" is not mentioned in the Act as a reason for exemption. The practice of exempting a pupil because his employer threatens to discharge him if he is compelled to attend part-time classes four hours a week, and because the job is considered a good one, is open to serious question. It would seem to be undesirable that a minor should continue in the employ of a person unwilling to grant the minor the privilege of continuing his education. The solution of this problem of coördination cannot be better stated than in the words of one coördinator who has dealt with the problem: "I would comb the town with a fine-toothed comb to find another and a better job, or to get someone to make a place for a pupil whose employer threatened to discharge him if he were compelled to attend part-time school."

(3) The Part-time Act requires that certain high school boards *must* establish part-time classes. It is interesting to note that there is a penalty provided against high school districts for failure to carry out the provisions of this law. Members of the high school board may

* Sec. 3, Stats. 1919, p. 1047.

be liable to criminal action on account of malfeasance in office in case some individual in the district takes the necessary legal steps to start the action. There is further penalty which provides that the State Department of Education may withhold the high school allotment from a district for the ensuing year in case part-time classes should be and are not established and maintained in that district.

(4) Under section 6 of this chapter attention was called to the fact that the Part-time Act requires attendance upon special part-time classes for "not less than four sixty-minute hours per week for the regularly established annual school term." The provision that the high school board may substitute *seasonal full-time classes* is made, in the words of the State Commissioner of Vocational Education, "in order that the farm boys and girls widely distributed throughout the rural communities of the state may be given an opportunity to secure some schooling during a part of each year." For, to quote further from the same authority, "besides minimizing the problem of pupil transportation the organization of these classes during the slack working season of the year will interfere less with the usual farm work." Obviously, the proviso referred to, and found in Section 3 of the Part-time Act, is drawn in the interests of boys and girls following seasonal occupations, otherwise there could be no "convenient season" as mentioned in the Act, for establishing such special full-time classes. It is obvious that a high school which requires part-time pupils not engaged in seasonal occupations to attend special full-time classes for six hours a day for a period of twenty-four days is violating the spirit of the law.

(5) In the matter of financial aid for part-time education, it seems that the special aid for coördination was insufficient in view of the importance of this work. It is hoped that the recent increase to \$2 per pupil for the smaller schools may enable them to extend this service.

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CHAPTER II

ORGANIZING A PART-TIME DEPARTMENT

A part-time department is not in any sense of the word a self-starting mechanism. A certain number of activities, performed in certain ways, will be required to put the part-time machine in motion. There must be some plan of action if the part-time department is to have the advantage of a running start with the opening of the school term. Principals and superintendents who have had successful schools are convinced of the fact that starting a successful part-time department requires a considerable amount of preliminary work.

It would seem that the communities which have yet to establish part-time classes might well profit from the example of some of the larger cities in mapping out a carefully considered campaign of preliminary work to insure a larger measure of success in the establishment and maintenance of part-time classes. The following suggestions, collected from various successful schools in the state, are made to indicate the steps necessary to secure a more friendly and coöperative attitude on the part of the public toward part-time education and to give the director assistance in organizing the department.

1. AN INFORMAL SURVEY

In order that the principal or superintendent of a school system may know whether it will be necessary to establish part-time classes with the opening of the next school term a preliminary informal survey of the district should be made. This survey may be made by the principal or superintendent or by a teacher delegated to perform the task. It can be accomplished informally and without publicity.

One source of information will be the number of work permits which have been issued to children in the district. Teachers in the school system will also know from their school registers the names of pupils who have left school and who may still be in the district. The registration of minors of the previous October checked with the present enrollment in full-time school should provide the names of pupils who are unemployed as well as at work.

If, as a result of this survey, the principal finds that there are within a radius of three miles of the high school twelve or more pupils between fourteen and eighteen years of age who have not graduated from high school and who are not at that time attending full-time

school, he will know that the law requires him to establish part-time classes at the opening of the next school term. This survey should be completed not later than one month before the close of the regular high school term in order that proper provision may be made for getting the part-time work under way.

2. PUBLIC ANNOUNCEMENT

The proper time to prepare for inaugurating the part-time department would be at the high school commencement of the preceding school term. Upon this occasion parents, pupils, and friends of the school are gathered from all over the district and any important announcement regarding school matters, made before such a gathering, will receive wide publicity. Advantage should therefore be taken of this opportunity to announce the intended establishment of part time classes with the opening of the next school term. This announcement should be made by either the president of the board of trustees or the high school principal, or both. It should cover at least the following points:

(a) The purpose of the part-time law should be fully explained. The compulsory attendance provisions should be kept in the background and emphasis laid upon the great opportunity which boys and girls will have for additional education of a practical nature.

(b) The main provisions of the law, which make the establishment of part-time classes mandatory upon the school board should be explained.

(c) The fact should be stated that the number of boys and girls in the district who have dropped out of the school system before receiving a high school education leaves the high school board no choice under the law other than to direct the high school principal to establish part-time classes.

(d) Definite statement should be made that it is the purpose of the school to coöperate in every way with the home and the employer, to the end that part-time classes may be organized which shall benefit both employers and pupils.

(e) Statement should be made that the school anticipates only the heartiest coöperation of parents, pupils, and employers who will wish to take advantage of the benefits of the Act.

(f) The point should be emphasized that it will be the aim of the school to offer instruction to suit the individual needs of every pupil enrolled; that the instruction will be made practical, and that it will be the purpose of the school to teach those things which will help young workers in their occupations.

(g) The provisions for state and county aid should receive special attention and the fact should be brought out that the extent of this financial aid is evidence of the importance which the state attaches to a program of education which will make it possible for employed boys and girls to receive more schooling.

(h) Emphasis should be laid upon the fact that the special state and county aid comes as a reimbursement, not as an advance of funds, and that, therefore, it will be necessary for the local board to finance the part-time program during its first year.

(i) It should be stated that after the first year the amount of special aid will probably make the part-time department a very slight financial burden upon the community in comparison with the benefits received. Attention should be directed at this point to some of the smaller communities which have put over successful programs of part-time education, and the conviction expressed that the local community can accomplish even better results.

(j) Attention should be called to the fact that within the past four or five years nearly half of the states have enacted part-time education laws, many of them less liberal than the California law; that part-time education is the natural outgrowth of the recent vocational education program adopted by every state in the union; that part-time education is the present big movement in education throughout the United States.

3. COÖPERATION OF BUSINESS MEN

Immediately following the announcement at commencement the principal should explain the advantages of part-time education to two or three influential business men of the city and secure their active support and advocacy of part-time education. This will render future work in the interest of the new department much easier.

If the Chamber of Commerce or other employers' organizations will support the program of part-time education, it will not be a difficult matter to secure the coöperation of the individual business men of the city. It will be best for the principal to take the matter up with the business men's association at the first meeting after the public announcement at the high school commencement. This will secure the aid which is necessary to develop a worthwhile part-time program.

At this meeting of the business men's association the principal should again explain the provisions of the Act and speak of the advantages of part-time education to the employers as well as to the

community. He should lay particular emphasis upon his desire to work out a program which will be as helpful and convenient as possible for the employers of young workers. Coöperative courses should be suggested to any employer who employs a sufficient number of young workers to make such a plan possible.

He should, as a member of their organization, bespeak their coöperation in carrying out the provisions of the law. Particularly should the principal express the hope that not one of the employers present would adopt the policy of reducing the pay of the pupil due to the four hours of time spent in part-time classes.

A committee of three or more members, representing various lines of business in the city, should be appointed to membership in an advisory committee to work out with the principal a program of desirable hours and subjects for the part-time pupils. Such appointments should be confirmed by the school board. This will help to make the movement not only a problem of the school, but of the community as well.

The plan to establish a placement bureau in connection with the school should be presented and employers encouraged to call upon the part-time department when in need of help. The principal should point out the fact that the director will be in a position to send an employer the right boy or girl for the place because of the study the director will have made of each pupil's interests and abilities.

Finally, the principal should express the determination to make part-time education a real factor in the social and vocational life of the community, and voice his confidence in their active support of the part-time program.

4. COÖPERATION OF WOMEN'S CLUBS

The matter of the part-time school should also be presented at the first meeting of the various women's clubs, parent-teachers' organizations, and other organizations following the commencement exercises. If the regular meeting is not scheduled for an early date the principal should attempt to secure a called meeting. Considerable publicity should be given to the fact that he will address the club on the subject of part-time education.

The social value of the part-time school and the contribution which a good part-time school can make to society should be emphasized. A few life stories showing how the part-time school has helped boys and girls will be of interest to these organizations. Two or three members from among these organizations should be appointed to membership on the advisory committee for the part-time school.

5. COUNTY COÖPERATION

Within the county or a section of the county there may be a committee composed of persons from various organizations interested in the welfare of minors in relation to education and employment. The State Commissioner of Vocational Education, Nicholas Ricciardi, has suggested that such a committee may include the boys' work committees of the Rotary Club, Kiwanis Club, the Lions' Club and similar organizations; the education committees of various lodge organizations; the boys' work secretaries of the Y.M.C.A., the Y.M.I., and the Y.M.H.A., and the girls' work secretaries of similar organizations; the association of social workers and attendance supervisors; the education committees of women's clubs, labor organizations, etc. A county or district committee of this character could foster the part-time education movement in as many communities as are included in the county or district.

6. SELECTING A PART-TIME DIRECTOR

The success or failure of a part-time school depends upon the selection of the right person to direct the work. The coöperation of the men's and women's organizations is the first requisite to a successful part-time program, but it will be of little value unless a director is selected who is equal to the task.

If the experience of cities successful in part-time work may be taken as a guide, there are certain cardinal principles which should operate in the selection of this director.

(a) Some person should be selected whose major or only interest in the school system will be the part-time work.

(b) The director selected should have the following personal qualifications:

- (1) An understanding of the possibilities of part-time education.
- (2) A strong and pleasing personality.
- (3) An understanding and love of social work.
- (4) Sympathy with the problems of the part-time group and understanding of them.
- (5) A wide experience in life.
- (6) Great adaptive ability.
- (7) Ability to command the respect and confidence of pupils, parents, and employers.

(c) He should also have the following professional qualifications:

- (1) A broad general education.
- (2) Much practical experience outside of a school building.
- (3) Ability to analyze individual needs and differences.
- (4) Ability to adapt instruction to meet individual needs.
- (5) Ability to qualify as a teacher in California.

(d) The person selected should not be expected to do all the work of the part-time school. One or two other teachers should be selected to devote some portion of their day to part-time work. These teachers may be regular high school teachers, but the time devoted to part-time work should be a part of their regular program of teaching, and not in addition to it.

(e) The part-time director should be selected at the time the regular appointments for the ensuing school year are made, so that there may be ample time for preparing for the work before the opening of the school term.

Small communities should receive a great deal of help from a county committee organized for junior service. Two or three small communities, uniting with a junior service committee, might employ one director for junior employment and part-time education. Such a director could spend two or three days in each community in turn.

7. SURVEY OF CITY AND DISTRICT

The survey of the city and school district should be made to secure exact information in regard to pupils, occupations, employment conditions, and social conditions. After the decision has been made as to what information should be secured it will be necessary to provide proper blanks and forms for recording the results of the survey. Then it will be necessary to district the business section of the city and assign a definite amount of time to each street or to a certain number of streets. It is suggested that the data collected in the business district should include:

- (a) Name of firm.
- (b) Character of business.
- (c) Names, sex, nationality, age, schooling, residence, of minors employed.
- (d) Work of minors.
- (e) Additional jobs in which minors might be employed.
- (f) Employment conditions.
- (g) Desirability of the employment.

(h) Employer's suggestions in regard to coöperative classes or to subjects of instruction.

(i) Employer's attitude toward coöperative classes and toward part-time education.

Information in regard to pupils on the school records may be secured from various sources. These include:

(a) Records of graduation and withdrawal from grammar schools of district.

(b) Records of withdrawals from high school before graduation.

(c) Record of work permits issued. Since it is difficult to keep these records up-to-date due to changes in the personnel of an establishment, they will not be authentic in every case, but these data may be supplemented by that gathered while surveying the business district.

(d) Telephone directory and city directory.

After the completion of the survey of the business district, and the study of the school records and school census, the data collected should be studied carefully. As a result of this study there will be definite and fairly accurate record of:

(a) The employed pupils

(1) Total number, classified as to age, sex, and grade completed.

(2) Total number, classified as to age and nationality of parents.

(3) Total number, classified as to sex and occupation.

(4) Total number, classified as to sex, instruction suggested, and school expectancy, or number of months from opening of school until pupil is 18 years of age.

(b) The unemployed pupils.

(1) Total number, classified as to age, sex, and grade completed.

(2) Total number, classified as to age and sex, and nationality of parents.

(3) Total number, classified as to age, sex, instruction desired, and school expectancy.

(c) The employers.

(1) Total number classified as to kind of business, number and sex of minors employed.

(2) Total number classified as to kind of jobs in which minors might be employed.

(3) Names of employers willing to coöperate with the part-time school.

(4) Total number classified as willing or unwilling to pay pupil for time in school. Names of each employer.

8. THE LOCAL ADVISORY COMMITTEE

With the recognition that the part-time school is a community project the director should proceed to organize a local advisory committee. In addition to a representative from the school board, it has been suggested that representatives from the business men's association, the parent-teachers association, and the women's clubs be invited to membership in this committee. If there are labor organizations in the community or organizations interested in the welfare of minors they should also be represented.

The advisory committee will be of great assistance to the director of part-time education in helping to interpret to the community this new phase of education, and in carrying back to the organizations which they represent reports of the work as it progresses. Through such a committee the progress of the department and the solution of its problems will be shared by the community as well as by the director and the school board.

At a called meeting of the advisory committee, the principal, or the director, should lay before them the results of the survey made, together with suggestions as to subjects of instruction. He should get their reaction toward the subjects of study suggested and others which it may seem desirable to include.

He should discuss with them various types of programs, such as four morning or afternoon hours in one day, two hours twice each week, or one hour four times a week. He should call to the attention of the committee the advantages and disadvantages of each type of program, and should endeavor to secure their approval of the one which seems best suited to local conditions. He should keep in mind the interests of the employers and also the necessity of partially fitting the part-time program into the regular high school program for the convenience of certain pupils. Another matter for discussion with this committee after the instructional needs are outlined is the matter of housing and equipment. The place for classes and the type of equipment will be determined by the needs of the group as brought out by the survey. As an outcome of the meeting of this committee certain recommendations in regard to these subjects should be prepared for presentation to the organizations represented on the advisory committee.

If possible, definite days should be set for certain classes, including citizenship for girls, citizenship for boys, and a reservoir and make-up class for all pupils. It would be well to decide upon the days for these classes and to secure the approval of the committee of that definite part of the time schedule.

This report should be prepared in time to have the rooms, equipment and schedule ready for the opening of the school term. There is no evidence that such a course has ever failed to secure the coöperation of the community when the proper preliminary steps have been taken.

9. HOUSING AND EQUIPMENT

The location of the part-time school in the small community is not so difficult a problem as it is in a large city. Distances are not so great and class rooms near the business section not so expensive as in a large city.

The location of the part-time school or classes will depend upon the courses and equipment needed, the number of part-time pupils, and the amount of space which can be given to these classes in the high school building. In general it can be said that there are less difficulties to be encountered both for the full-time high school and for the part-time school if they have separate organization and housing. The difference in purpose of the two schools, the length of the periods, the nature of the groups and their attitude toward school make it desirable for the part-time school or classes to be located in rooms of their own quite apart from the full-time school where such separation is possible.

The possibility of separate housing cannot be settled, however, until courses are determined and the needed equipment listed. The conditions which will determine the courses needed for the part-time school in the small community vary so greatly from one part of the state to another that it is impossible to list standard equipment for such a school. The needs, for example, may be largely commercial or chiefly industrial. It may be that the chief need is for supplemental subjects which require very little equipment. Tables and chairs instead of the formal classroom furniture and equipment; book cases and files for students' materials; storage cupboards for demonstration equipment in supplementary science, blue print reading, drawing may be suggested. It is evident that the general plan of courses must be decided upon before the needed equipment can be determined.

Small part-time schools in California have solved the problem of housing and equipment in various ways. Some small schools are housed in a wing of the high school, in portable or other specially-built buildings on the high school campus, in down-town club rooms, the Masonic temple, office buildings, the community house, and in a few cases in rooms provided by employers at the place of employment.

The advantages and disadvantages of such locations can be determined only when a close study is made of the needs of these schools and of the surroundings and equipment provided to meet the needs.

10. COURSES TO BE OFFERED

As a result of the survey of the city and district, the part-time director will have data from which he can determine what courses must be offered. He can, from a study of the survey, answer the following questions:

- (1) What type of educational work should be given?

Occupational preparatory—

Commercial
Trade
Homemaking
Personal service
Agriculture

Occupational extension—

Commercial
Trade
Homemaking
Personal service
Agriculture

Social and avocational—

Music
Art
Literature
Public Speaking
Debating
Dramatics
Dancing
Radio
Handwork of various kinds, etc.

General continuation—

English
Mathematics
Geography
Reading
Spelling, etc.

- (2) What occupational preparatory courses is it considered advisable to give in the four hours a week?

For what occupations in the community is this need the greatest?

What available equipment is there in the school for this training?

What equipment might employers provide for the training?

What added equipment should be provided for the part-time school?

Can someone be secured to give the training?

- (3) For what occupational extension courses is there the greatest need?

What equipment will be necessary?

What equipment is already in the school?

What added equipment will be necessary?

- (4) For what social and avocational interests should equipment be provided?

- (5) If general continuation instruction must be provided what equipment is needed?

The answers to these questions will determine not only the courses but in large measure the type of housing and the equipment needed. If the high school, for example, is well-equipped for mechanical drawing, should the part-time school have separate equipment or use the high school equipment for this work at hours convenient for both schools? If little high school equipment is used by part-time classes more freedom in the selection of rooms can be allowed.

11. OUTLINING COURSES

When the list of courses to be offered has been determined, it will be possible to outline the various courses. Citizenship and English will be given regardless of the type of school, since these are provided for by law. Instruction in these courses, as well as in the courses listed from the study of the survey must be planned as short units and in such a way that each lesson will be complete in itself, and more or less independent of lessons preceding or following it. In this way instruction will not be hampered by the monthly fluctuations in enrollment which must be expected in part-time classes.

The principal of the high school must see to it that instruction in citizenship, English, health and hygiene, and supplemental subjects is outlined before the opening of school, and that the teacher-director and his staff are prepared to offer pupils the necessary individual or group instruction. A fuller discussion of instructional problems appears in Part Two.

12. THE TIME SCHEDULE

The principal and the part-time director must coöperate in planning the time schedule for classes. It will be necessary to arrange the programs of the two schools to accommodate certain part-time pupils who will wish to enroll for work in some of the regularly scheduled

high school classes and to make available one or two of the regular high school teachers who will be needed to assist the part-time teacher. Keeping these limitations in mind the following suggestions may be helpful in arranging a part-time program in connection with the full-time high school.

(1) It must be remembered that five forty-five-minute periods are not the equivalent of four sixty-minute hours, hence holding part-time classes for five such periods will not satisfy the law. Therefore, it will probably not be advisable to make part-time school periods correspond with the regular high school periods in length.

(2) If part-time classes are to be scheduled in the morning, it will be most convenient to start them at such a time that they will end simultaneously with some high school classes. For convenience this should be observed whether the part-time classes are held in the high school or in other buildings, for it will generally be necessary to provide for a certain number of pupils who will wish to enroll in the regular high school courses in commercial subjects, home economics, agriculture, machine shop, art, etc. Furthermore, no matter how small the enrollment in the part-time department, it will be desirable to have at least one regular high school teacher assist the part-time teacher. Under the plan of making the two time schedules correspond, this can be done with the least loss of time and the least inconvenience to the regular high school.

(3) Pupils will enter at various times during each month and a reservoir class should be provided to take care of them until their specific needs can be ascertained. The make-up class for pupils who have been absent, and the reservoir class for pupils just entering could perhaps be held at the same hour, provided the class is not too large for effective individual instruction.

(4) It is also advised that at least two classes be provided for citizenship and health, one for boys and one for girls. If the part-time enrollment does not warrant the employment of two part-time teachers, it will be well to assign the boys' class in health to one of the men of the regular high school faculty, assuming that the regular part-time teacher is a woman. In a number of cases health and hygiene classes include outdoor or gymnasium sports.

13. THE TEACHER'S DUTIES

Guidance.—The Part-time Act requires that individual counsel and guidance shall be provided for each part-time pupil in vocational and social matters. The part-time teacher-director or coördinator in the small school will know the pupil more intimately than any other person in the school system and, therefore, is the person who should perform this duty.

Coördination.—Experience has shown that if the part-time machine is to run smoothly it should be lubricated with a definite amount of coördinating—visiting the homes of pupils, and places where pupils are employed, and fostering a spirit of coöperation with the part-time school. Attendance matters will also require a certain amount of time. It is true that this may appear to be an encroachment upon the duties of the county or city attendance officer. Part-time attendance, however, is a special and immediate problem, and the attendance officer usually has his time fully occupied with other duties. For that reason his action in the matter of absences from part-time classes is not always as prompt as might be desired. Quicker action and better results are usually obtained when absences of part-time pupils are dealt with in the part-time department. A definite part of the teacher's time will, therefore, need to be allotted to coördination and attendance matters.

Clerical work.—Furthermore, even in the smallest part-time school it will be necessary to devote a certain amount of time to clerical work. In a small school this work can be done most satisfactorily and economically by the part-time teacher. Time for it should be provided in the teacher's program.

Instruction.—Citizenship, homemaking, English, and subjects supplemental to the occupations in which the pupils are engaged must be taught. The instruction given by the part-time teacher must depend upon the fields with which he is familiar and the assistance of other teachers must be secured to supplement his abilities.

In order that the teachers of part-time pupils may discharge properly and efficiently these duties, it will be necessary to arrange a very definite program. It should be the policy of the principal to allow in the program of some part-time teacher an amount of time outside the class-room at least equal to, and possibly greater than the time spent in class-room instruction for guidance, coördination, and clerical work.

Unless a definite amount of time is allotted to each of the tasks mentioned above, the probability is that they will not be done, or if attempted, that they will be done only in a haphazard way. Their importance is such that they should be given the same careful attention which the teacher devotes to the preparation of the daily instructional material. This can best be accomplished by allotting a definite place in the teacher's schedule to each task requiring time outside the class-room.

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CHAPTER III

THE FINANCIAL PROBLEM OF THE PART-TIME SCHOOL

It is important, in considering the problems which confront the part-time school in the small community, to discover just how large is the problem of financing part-time classes.

1. FINANCIAL ASSISTANCE FOR CALIFORNIA PART-TIME SCHOOLS

The problem to which this chapter will be confined is to discover the total cost of instruction and just how much of the financial burden of training part-time boys and girls is assumed by the state and county, and how much of it must be borne by the local community. Sections 1761 and 1764 of paragraph three of the Political Code of California provide that the County and State shall assume a large part of the financial burden of part-time education. As stated in Chapter I, the financial assistance available for California part-time schools may be summarized as follows:

(1) For each unit, or major fraction of a unit, of the first ten units of average daily attendance upon part-time classes, the district receives from the state \$80 and from the county \$40.

(2) For each unit, or major fraction of a unit, of the second ten units of average daily attendance upon part-time classes, the district receives from the state \$60 and from the county \$30.

(3) For each unit, or major fraction of a unit, of the third ten units of average daily attendance upon part-time classes the district receives from the state \$40, and from the county \$20.

In addition to the above special aid for part-time work, the district receives regular aid from the state and county for part-time work on the same basis as for full-time day high school work, namely:

(4) For each unit, or major fraction of a unit, of average daily attendance, approximately \$20 from the state and \$60 from the county.

(5) The district receives from the state, as reimbursement for expenditures for services by persons acting as coördinators, \$2 for each pupil enrolled in and attending part-time classes for more than 72 hours during the school year.¹⁰

It is further provided that any balance remaining in the fund for trade and industrial education that must be applied to part-time

¹⁰ The full text of this provision may be found on page 44 of Bulletin No. 23, California State Board of Education, for the fiscal years 1922-23-1926-27.

instruction will be apportioned pro rata on the basis of instruction other than coördination. Since this amount will vary, and since there is no way of estimating it, this source of financial assistance will not be considered in the illustration given below.

In order to see how the above provisions for financial assistance to the district are applied let us consider the case of the hypothetical high school district of Fairhaven whose population is 7000. The attendance records for the school year 1921-1922 for this district are as follows:

Part-time enrollment	98
Average daily attendance, part-time school	13.51

One teacher employed full time for the part-time work at a salary of \$2,250. This teacher gives two hours daily (ten hours weekly) to office work and coördination.

One teacher employed half time for part-time work at a salary of \$1,000.

This district receives financial aid from state and county as follows:

Special state aid for part-time education:	
10 units daily average attendance at \$80, or	\$800
4 units average daily attendance at \$60, or	240
Special county aid for part-time education:	
10 units average daily attendance at \$40, or	400
4 units average daily attendance at \$30, or	120
State aid for coördination:	
98 pupils at \$2 per pupil	196
(Assuming that each pupil attended more than 72 hours)	
Regular state aid for part-time education:	
14 units average daily attendance at \$20, or	280
Regular county aid:	
14 units average daily attendance at \$60, or	840
Total aid received by the district on account of part-time work	\$2,876
Total cost of teachers for part-time work	\$3,250
Net cost of teachers for the part-time work to the district is \$374.	

This means a yearly cost to the district of about \$3.61 per pupil enrolled.

The financial aid received by the district is in the nature of a reimbursement for expenditures. Obviously, then, in the practical working out of the problem, the district must completely finance the part-time organization during the first year of its operation.

2. COST OF PART-TIME EDUCATION

Many high school principals, when interviewed in regard to the matter, expressed the opinion that the cost of part-time education was excessive. In view of the opinion among high school principals and boards of trustees that part-time education places a heavy financial burden upon the district maintaining a part-time organization, the cost should be carefully examined.

In this discussion "cost" will be used in the sense of "outlay of money," and will be further restricted to the two items, cost of teaching, and cost of coördination.

During the school year 1921-1922 seventy-five schools were known to have part-time pupils in their enrollment. Twelve of these schools were in cities having a population of more than 25,000, and are therefore outside the scope of this study which is limited to part-time schools in cities having less than 25,000 population. Of the remaining sixty-three cities which were known to have a part-time enrollment, many submitted incomplete reports. Twenty-one, for example, failed to include the cost of teaching in their reports. In the case of these twenty-one schools we must conclude either that no record was kept of the cost, or that there was no additional outlay of money directly chargeable to part-time instruction. Fourteen of the schools in the smaller communities made no separate report of their average daily attendance in part-time classes. They, however, included the part-time average daily attendance in their report to the State Superintendent of Public Instruction, and received state and county aid for part-time work. Thirty-seven of the sixty-three small schools did not report the cost of coördination. Four of the thirty-seven reported time spent in coördination but omitted the cost. Of the sixty-three small schools, then, thirty-three received no aid from the state for the work of coördination. In the majority of cases no doubt, the schools which failed to report time spent in coördination actually spent no time in that work. In a few of the cases the principal of the school considered the aid which would be received insufficient to warrant keeping account of the time spent. But in nearly every case the aid received for coördination would have been sufficient to pay for the purchase of an adequate system of part-time records.

The following facts must be considered in figuring costs:

First, cost figured on the basis of units of average daily attendance represents a minimum of five times as many units of part-time enrollment. If one unit of average daily attendance means that one regular high school pupil has been served, it also means that a minimum of five part-time pupils have been served.

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The following facts must be considered in figuring costs:

First, cost figured on the basis of units of average daily attendance represents a minimum of five times as many units of part-time enrollment. If one unit of average daily attendance means that one regular high school pupil has been served, it also means that a minimum of five part-time pupils have been served.

Second, the cost of part-time education may mean total cost to state, county, and district.

Third, the cost of part-time education may mean net cost to the district.

Fourth, it may mean per pupil cost based either on units of average daily attendance or on units of enrollment.

In this study both the total cost and the net cost will be considered. The per pupil cost will also be considered. And since the number of pupils served is a more accurate measure of the value of part-time education than are units of average daily attendance, the per pupil cost will be estimated on the basis of units of enrollment, rather than on the basis of units of average daily attendance, even though the district is reimbursed on the basis of average daily attendance.

Comparisons of total cost.—Of the sixty-three cities having less than 25,000 population, and known to have a part-time enrollment, only forty-five reported the total cost of the part-time work. Among these the total cost of the work ranged from \$180 in one city, where there was a total enrollment of 8 pupils, to \$3,338.50 in another city, where there was a total enrollment of 147 part-time pupils.

From an examination of the cost of part-time education in these forty-five cities the one conclusion we can draw is that there seems to be very little connection between the number of part-time pupils enrolled and the amount of money spent in the part-time work. It would not be safe to draw other conclusions from the above comparison except where such conclusions are based upon a knowledge of what the schools mentioned are attempting to do for the part-time pupils. One city may, however, be used as an example. Petaluma is a city whose population according to the 1920 census was 6,200. In the school year 1921-22 their enrollment in the part-time school was 110. They have a separate part-time department with a moderately diversified part-time program. They employ one teacher full-time and another part-time. The facts in regard to Petaluma are as follows:

Population	6,200
Part-time enrollment	110
Average daily attendance	10.7
Total teaching cost	\$2,571.42
Cost of coördination	414.28
Total cost	\$2,985.70
State and county aid	2,280.00
Cost of teaching and coördination to district	\$705.70
Cost per average daily attendance to district	\$65.95
Per pupil cost to district	\$6.41

The part-time department a source of income.—Although a number of cities spent various amounts on their part-time schools, it is evident that a number of high school districts made the part-time department a source of income for the school year 1921-22. We may safely assume that the nineteen schools which enrolled part-time pupils, but which failed to report the cost of part-time work, actually made no additional outlay of money, or only a very small outlay for that work. For it is a reasonable assumption that, being entitled to reimbursement, they would report expenditures, if made. They have, however, reported the average daily attendance of part-time pupils with other high school pupils and have received state and county aid on the basis of units of part-time average daily attendance. To use but one illustration, Lodi failed to make a separate report of the cost of part-time work for the reason that all of the 87 pupils were enrolled in regular high school classes without additional outlay of money. However, their annual report to the State Superintendent of Public Instruction showed a part-time average daily attendance of 11, which would entitle them to state and county aid amounting to \$2,170. This amount also represents their net profit from operations for the year, to be credited to part-time work, since there was no special outlay of money for part-time teaching or coördination.

Assuming then that the nineteen schools which failed to report the cost of part-time instruction actually carried on their part-time work without additional outlay of money, the results for the year were as follows:

TABLE II

THE NUMBER OF CITIES IN EACH POPULATION GROUP, THE NUMBER AND PER CENT OF EACH GROUP SHOWING A NET GAIN FROM PART-TIME WORK, FOR THE 63 CITIES OF LESS THAN 25,000 POPULATION.

Population Group	Number of Cities	Per Cent	Cities Showing Gain From Part-time Work	
			Number	Per cent
Under 2,500.....	14	100	11	78.57
2,500—5,000.....	17	100	11	64.70
5,000—10,000.....	20	100	10	50.00
10,000—25,000.....	12	100	6	50.00
Totals.....	63	100	38	60.31

That is to say, over 60 per cent of the 63 cities having less than 25,000 population which enrolled part-time pupils during the school

year 1921-22, carried on part-time work in such a way as to make it financially profitable to the district.

If we, however, exclude the nineteen cities which failed to report the cost of part-time work, and consider only the 45 which actually reported the cost of the work, then the results are indicated below.

TABLE III

THE NUMBER OF CITIES IN EACH POPULATION GROUP, THE NUMBER AND PER CENT OF EACH GROUP SHOWING A NET GAIN FROM PART-TIME WORK, FOR THE 45 CITIES OF LESS THAN 25,000 POPULATION WHICH REPORTED THE COST OF PART-TIME EDUCATION.

Population Group	Number of Cities Reporting	Per Cent	Cities Showing Gain From Part-time Work	
			Number	Per cent of group
Under 2,500.....	9	100	6	66.67
2,500—5,000.....	8	100	1	12.50
5,000—10,000.....	19	100	9	47.37
10,000—25,000.....	9	100	3	33.33
Totals.....	45	100	19	42.22

Over 42 per cent of the 45 cities which reported the cost of part-time work showed that this work was carried on at a financial profit to the district. When, however, we consider that many of the 19 cities previously mentioned as not reporting the cost, probably carried on their part-time work without additional outlay of money, it seems more in accordance with the facts to include all of the 63 schools in considering the question of the cost of the work. It seems perfectly safe to conclude that at least 50 per cent of all schools which enrolled part-time pupils, carried on this work at a profit to the district. It is, of course, evident that money received as reimbursement for part-time education in excess of the expenditures for that work, would be used for the support of other departments of the high school; unless a separate fund should be created from this excess, and the money applied to an extension of part-time work during the next year.

Net cost per pupil is not high.—The net cost per pupil enrolled in part-time classes during the year 1921-22 ranged from a net cost of \$109.44 per pupil in South Pasadena, to a net gain of \$25.66 per pupil in Chino.

If we take into consideration all of the 45 cities which submitted reports of the cost of part-time work, we get an average net per pupil cost of \$9.47, and a median net per pupil cost of \$2.39.

NET COST PER PUPIL TO THE DISTRICT

Average for the 45 cities which reported	\$9.47
Median for the 45 cities which reported	2.39

Cost compared with costs in other departments.—Another method of comparison of the cost of part-time education appears in the Fourth Annual Report of the Department of Part-time Education in Stockton. In this report is a table showing the per pupil cost of instruction in various high school subjects during the school year 1920-21.

TABLE IV

TOTAL COST OF INSTRUCTION PER PUPIL IN ONE HIGH SCHOOL—1920-21

Vocational and Industrial Arts.....	\$86.83
Art.....	54.12
Science.....	44.01
Domestic Science.....	40.96
English.....	21.62
Languages.....	20.68
History.....	20.48
Part-time Education (1921-22).....	19.14
Commercial.....	18.40
Mathematics.....	17.14
Music.....	16.37
Physical Education.....	7.38

It will be observed that the total per pupil cost of the instruction in the part-time department was far from the most expensive department to maintain. Music and physical education which are usually taught to large groups at once are of course less expensive.

3. CONCLUSIONS

State and county bear most of the cost.—It is evident from a comparison of the total cost of the part-time work with the aid received by the district from the state and county that by far the greater share of the direct financial burden of part-time education is borne by the state and county. Of the 45 schools which reported the cost of part-time instruction, 19 schools, or 42.2 per cent of the total number, received over 100 per cent of the cost; 25 schools, or 55.5 per cent of the total number, received over 85 per cent of the cost; and 29 schools, or 64.4 per cent of the total number, received over 79 per cent of the cost of their part-time work as reimbursement from the state and county.

In view of these facts, the oft repeated contention that part-time education places a heavy financial burden upon the district, seems to lack substantiation.

The data indicate further that the only financial burden of any considerable importance which the part-time work places upon the district is that of financing the operations of the first year of the part-time organization. After the first year, if the school year of 1921-22 may be taken as normal, 64 per cent of the districts maintaining part-time organizations receive as reimbursement practically 80 per cent of their expenditures.

Just how heavy is the financial burden placed upon the district by the necessity of completely financing the part-time organization during the first year of its operation can be appreciated only by reference to a concrete example. It seems to be a valid assumption that the greatest burden of financing a part-time organization would fall upon the smaller cities of the state—those having a population of less than 10,000. We find among these smaller cities only one in which the total cost of financing the part-time work was in excess of \$3,000.

Let us assume a tax valuation of six millions of dollars in the average district. If the school district of Fairhaven mentioned on page 11 would levy a tax of 5.5 cents on each hundred dollars worth of property for one year it would raise a sum amply sufficient to finance the part-time organization during the first year of its operation. Thereafter a tax of 1.3 cents on every hundred dollars worth of property would be sufficient to take care of the net cost of part-time teaching in Fairhaven.

Thus the initial outlay necessary for financing the first year of the part-time organization is really quite small—so small in fact that for the owner of property valued at \$10,000 it represents an actual outlay of but \$5.50 for the first year. Thereafter the outlay would be even less—perhaps \$1.30 a year. The conclusion seems to be inevitable that the direct financial burden to be borne by the district maintaining a part-time organization is very light because of the aid received from state and county.

Part-time education not expensive.—When one considers the fact that every part-time pupil is entitled to a full-time high school education at a yearly cost of from \$108 to \$580 it is apparent that, in California at least, part-time education is not expensive. There is probably no general high school in the country which could minister to the educational needs of 216 pupils at a teaching cost of only \$3,707.44; there is probably no general high school which could care for an enrollment of 130 pupils at a teaching cost of \$2,932.70, or to 16 pupils at a teaching cost of only \$900, yet these are the actual figures for three of our part-time organizations for the school year

1921-22. Measured by the cost of the service in relation to the number of pupils served, part-time education is far less expensive than full-time day high school education.

More money should be spent on part-time work.—It seems to be sound theory that the state as a whole is interested in the education of its future citizens because of the benefit derived and therefore the state should bear part of the expense of educating these citizens, no matter in what part of the state they may be living. The county as well as the state will be benefited by the education of its future citizens, and therefore should bear part of the burden of their education. And if both state and county benefit by the education of their future citizens, it is a safe assumption that the city or district will also receive its share of the benefit. The city or district should, therefore, bear its share of the cost.

That many districts are not bearing their share of the cost of part-time education is evident when we find that 25 per cent of all districts in the state, and 44 per cent of those within the scope of this study, which maintained part-time organizations during the school year 1921-22, did not contribute to the operation of their part-time department.

The district's quota.—The state reimburses the district at the rate of \$100 (\$80 plus \$20) for each unit of the first 10 units of average daily attendance upon part-time classes. The county contributes a like amount (\$40 plus \$60). This is an average, in round numbers, of about \$10 from the state and \$10 from the county, for each pupil enrolled in part-time classes. Considering the 26 schools of the state which spent more money on part-time education for the year 1921-22 than they would receive back from the state and county, we find that the average net cost to the district was \$11.83 for each pupil enrolled. On the other hand, we find that the 19 schools which operated their part-time departments at a profit made on an average \$8.93 for every part-time pupil enrolled. Taking into consideration all of the 45 schools in cities of less than 25,000 population which reported the cost of part-time education for the year 1921-22, we discover that their average net expenditure was just \$2.80.

If the state is willing to spend \$10 on each boy or girl in part-time classes, and if the county is willing to match the state's contribution with an amount equally large, should not the district in which the part-time boys and girls live be willing to do as much?

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DIVISION OF
Vocational Education

OF THE
UNIVERSITY OF CALIFORNIA and of the STATE BOARD OF EDUCATION

THE ADMINISTRATION OF THE PART-TIME SCHOOL
IN THE SMALL COMMUNITY

PART TWO

BY
RALPH EDWARD BERRY

BERKELEY, CALIFORNIA
May, 1924

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PART-TIME EDUCATION SERIES, No. 13

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DIVISION OF
VOCATIONAL EDUCATION
OF THE
UNIVERSITY OF CALIFORNIA and of the STATE BOARD OF EDUCATION

The Administration of the Part-Time School
in the Small Community

PART TWO

BY
RALPH EDWARD BERRY

BERKELEY, CALIFORNIA
May, 1924

10-10-24

PREFACE

This is Part Two of a bulletin dealing with the problems of administering part-time education in the small community. The whole bulletin is in large part the work of Mr. Ralph E. Berry of the University of Wyoming, and in its original form constitutes Mr. Berry's thesis for the degree of doctor of education at the University of California. The editing and modifying necessary for bulletin purposes have been done by Emily G. Palmer, Special Agent for Training Part-time Teachers. It is hoped it may be of practical service to those faced with the difficult but important and pressing problem of providing adequate training for the many thousands of boys and girls subject to the provisions of the California Part-time Act.

EDWIN A. LEE,

Director, Division of Vocational Education.

FOREWORD

The opportunity and responsibility of providing part-time education which will fit for gainful employment and efficient citizenship certain boys and girls between the ages of sixteen and eighteen rests first with the high school principal. But it cannot be expected that part-time pupils can be reached through the efforts of the school department alone. An effective part-time program must be the result of community-coördinated efforts, although the leadership for establishing coördination must be assumed by the high school principal. One of the first steps in securing community coöperation is the appointment of a community advisory committee which should be thoroughly representative of community interests.

In this bulletin Mr. Berry, who has made a comprehensive study of part-time education in California, rightly emphasizes the importance of coördination, and clearly sets forth the problem of part-time education and a practical solution. Mr. Berry is analytical and logical; his suggestions are practical and workable. For these reasons, high school principals, coördinators and teachers in part-time schools should find this bulletin of real value.

The Commissioner of Vocational Education commends this bulletin and the one preceding to those charged with the administration of part-time education and expresses the appreciation of the Department of Vocational Education of the State Board of Education to the Division of Vocational Education of the University of California for this contribution to the field of school administration.

NICHOLAS RICCIARDI,

State Commissioner of Vocational Education.

PART-TIME SCHOOL A TEST OF EDUCATION

Part-time education brings a new factor into the school program—that of employment. With employment comes a whole series of problems new to the school due to the youths' contact with life situations. The problems of present success, preparation for the future, financial responsibility, attitude toward the job, attitude toward education, and attitude toward society are solvable by the part-time school. The school is the only agency charged with this responsibility and cannot leave any part of the work undone hoping others will take care of the unsolved problems.

Education is difficult to appraise. An acid test is applied to the part-time school in determining whether the efficiency of the youth can be increased through education. A great educational experiment is being conducted through the part-time school and should contribute to the improvement of teaching both in the full-time school and in industry. For this reason the full-time school, the employer, and the community at large should cooperate in the effort.

Mr. Berry has ably shown in this bulletin how the efforts of the community can be coordinated in instruction, in guidance and placement, and in solving the problem of the employed youth.

FLORENCE J. O'BRIEN,
Member of Vocational Education Committee,
State Board of Education.

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INTRODUCTION

The administration of the part-time school in the small community presents quite different problems from the administration of such a school in the larger city. Because of the number of small communities in the state and their peculiar difficulties it was decided to confine this bulletin to the administration of the part-time school in the small community.

Part One contains three chapters. Chapter I gives an analysis of the California Part-time Act and other laws affecting the part-time schools. Chapter II contains a discussion of the necessary procedure in organizing the part-time school or department in a small community. The same procedure would, in a measure, apply to the organization of the work in a larger community. Chapter III takes up the financial problem, which is thought to be a serious handicap to the small community.

Part Two contains four chapters. Chapter I is devoted to a study of the instructional problem in the part-time school as affected by age, schooling, school expectancy, nationality, and occupation of part-time pupils, the kind of instructional material and the kind of teachers needed. Chapter II contains a discussion of the social problems which arise as boys and girls become self-supporting. Cases are cited in which some of the problems have been solved successfully, and attention called to the methods employed. Chapter III is a study of the various aspects of one of the most vital problems of the part-time school, that of enrollment and attendance. Chapter IV contains illustrations and discussions of the blanks, forms, and record cards necessary for the proper handling of the clerical work connected with a part-time school or class.

CHAPTER I

THE INSTRUCTIONAL PROBLEM OF THE PART-TIME SCHOOL

In complying with the intent of the Smith-Hughes Act, the California Part-time Act has, in part, designated the content and method of instruction for part-time classes. The content as prescribed by the Act was summarized in the first chapter of Part One of this bulletin as follows:

- (1) Civics (citizenship) for all pupils.
- (2) Pre-vocational or vocational subjects for those engaged in unskilled occupations.
- (3) Vocational or supplemental vocational subjects for those engaged in skilled occupations.
- (4) Home economics for those who need and desire such instruction.
- (5) English for those who cannot speak, read, or write the English language to a degree of proficiency equal to that required for the completion of the sixth grade of the elementary schools of the state.

The type of instruction must also comply with the best educational theory. The special requirements included in the Act are as follows:

- (1) Special classes for part-time pupils.¹
- (2) Instruction adapted to individual needs.²
- (3) Short unit courses.³
- (4) No uniform standard of proficiency required.⁴
- (5) Individual counsel and guidance in social and vocational matters.⁵

The solution of the instructional problem in the part-time school in its three aspects, the pupil, the teacher, and the subject matter of instruction means the success or failure of the part-time work.

¹ California Part-time Act, section 1.

² California Part-time Act, section 4.

³ California Part-time Act, section 4(a).

⁴ California Part-time Act, section 4(g).

⁵ California Part-time Act, section 4(b).

THE PUPIL

Instruction in the part-time school, even more than in any other school, must be varied to meet individual needs in the group. To show how varied the needs and how flexible the organization must be, certain facts about part-time pupils in California cities are discussed under the headings, employment, school expectancy, age and schooling, nationality, and other factors. In the organization of groups for instruction and in the selection of material for instruction all of these factors must be considered.

Employment.—Perhaps the question of greatest importance for instructional purposes is the present or the desired job. Instruction cannot be fitted to individual needs without first considering the job at which the individual is working. According to the testimony of many teachers in small part-time organizations, it often happens that in an enrollment of twenty-five to fifty pupils not more than two or three will have similar occupations. The problem of obtaining instructional material to suit such varied interests is discussed under the heading of instructional material in this chapter.

Unemployment.—The unemployment of part-time pupils is one of the problems that presents great difficulties in the small community. The types of employment for young workers are limited, and the few which are open to the youths in the community are often not in line with the youth's ambitions. The loafer who comes to the part-time school for only four hours a week presents the most difficult instructional problem and brings out the necessity for the placement work which is discussed in another chapter.

School expectancy.—It has been pointed out by Miss Cleo Murtland of the University of Michigan, who has made a study of part-time education for a number of years, that in connection with the occupation, the number of months or weeks the pupil can be expected to attend the part-time school is a factor which cannot be neglected. A boy who is seventeen years and nine months, for example, when entering the part-time school perhaps will not attend school more than the required three months. His list of subjects and the content of each must be planned with the brevity of his course in mind. Tables I and II indicate that there are five major age groups in the part-time schools of the state, each with a different length of school expectancy, for whom courses must be planned. The 14-year-old student with three and a half or four years of part-time education ahead of him can have a much fuller course, other things being equal, than the

pupil over 17 years of age and must not be compelled to repeat his first-year course three times during his stay in the part-time school. The pupil 17 years 6 months, on the other hand, must not be expected to receive such a complete course as the pupil who has one or two years of study ahead of him, but with only 72 hours for schooling he must be given that which is most worth while for his individual needs.

Age and schooling.—Inequalities in previous schooling may to some extent complicate the problem of classifying pupils on the basis of occupation. In large part-time schools a sub-grouping within the occupation might be made on the basis of previous schooling. However, in the small part-time school such a sub-grouping would scarcely be feasible, and the factor of previous schooling must be handled as an individual matter as it affects his occupation or his ambitions.

In the annual report of coördination and teaching in part-time schools, which is sent by the principal of the high school to the State Commissioner of Vocational Education, space is provided for the classification of pupils according to age and schooling. In a few instances this part of the report was not filled out, also data were not available from certain schools which made no report whatever of coördination and teaching. However, out of the total known part-time enrollment for the state of 14,777 pupils in the year 1921-22, figures were available on the distribution, according to age and schooling, of 13,205 pupils, or 92 per cent of the entire known enrollment. For the sake of completeness, data on the age and schooling of the pupils in both large and small cities have been included. From two tables which follow it is apparent that less than 10 per cent of the part-time pupils in California are under 16 years of age, that there are about equal numbers of 16- and 17-year-old pupils, and that the smallest cities, especially, are encouraging the attendance of persons over 18 years of age.

Due to the fact that such a large proportion of the part-time pupils are over 16 years of age we would expect to find that a large percentage have completed the eighth grade. This is found to be true. as will be seen in tables I and II.

From the first table it is evident that in the larger cities three-fourths the pupils have completed the eighth grade. In the smaller cities the percentage of pupils who have completed the eighth grade is somewhat smaller, being a little less than two-thirds the total number of pupils.

This means that in every part-time enrollment of one hundred pupils in cities of less than 25,000 population, provision must be made for instructing 36 pupils whose educational attainment is limited to

from four to seven years of grammar school work, 40 pupils who are graduates of grammar school but have had no high school work, 16 pupils who have had one year of high school work, 6 who have had two years, and 2 who have had three years of high school work. It

TABLE I

AGE AND SCHOOLING OF PART-TIME PUPILS FOR THE SCHOOL YEAR 1921-1922, IN CALIFORNIA CITIES OF MORE THAN 25,000 POPULATION, CENSUS OF 1920

Grade Completed	Number of Pupils in Age Groups Indicated					Total	Per Cent
	Age 14 to 15	Age 15 to 16	Age 16 to 17	Age 17 to 18	Age 18 and over		
Less than 8th grade....	10	262	1,197	1,020	109	2,598	25.62
8th grade.....	26	475	2,058	1,971	31	4,561	44.97
1st year H. S.....	9	147	814	1,056	31	2,057	20.28
2d year H. S.....	9	61	429	339	8	846	8.34
3d year H. S.....	0	1	19	57	3	80	.79
Totals.....	54	946	4,517	4,443	182	10,142	100.00
Per cent.....	9.86		88.34		1.80	100.00	

TABLE II

AGE AND SCHOOLING OF PART-TIME PUPILS FOR THE SCHOOL YEAR 1921-22, IN CALIFORNIA CITIES OF LESS THAN 25,000 POPULATION, CENSUS OF 1920

Grade Completed	Number of Pupils in Age Groups Indicated					Total	Per Cent
	Age 14 to 15	Age 15 to 16	Age 16 to 17	Age 17 to 18	Age 18 and over		
Less than 8th grade	32	102	441	439	97	1,111	36.27
8th grade.....	27	90	502	560	45	1,224	39.97
1st year H. S.....	3	32	183	241	29	488	15.94
2d year H. S.....	1	4	73	95	16	188	6.15
3d year H. S.....	0	1	10	26	14	51	1.67
Totals.....	63	229	1,209	1,361	201	3,063	100.00
Per cent.....	9.5		83.9		6.6	100.00	

is evident at once that this disparity of educational attainment constitutes a serious instructional problem for the small school with but one or two part-time teachers. It is also evident, however, that the large problem of instruction in California part-time schools is not that of continuing elementary school education.

While for the state at large a serious instructional problem is presented by an enrollment varying, for example, from sixth grade in grammar schools to third year in high school, for individual schools the problem is often much less complicated. In seventeen part-time organizations chosen at random from cities having less than 10,000 population three schools were found in which none of the pupils was a graduate of the eighth grade. In one school there were *no* pupils who were *not* graduates of the eighth grade, and in another only one of the pupils had not completed the grammar school course. Another school had only one pupil enrolled who had progressed beyond the grammar school. While for these schools the instructional problem is less complex, there is none the less the problem of fitting instruction to individual needs.

TABLE III

TOTAL ENROLLMENT, FOREIGN ENROLLMENT, AND PER CENT FOREIGN ENROLLMENT
IS OF THE TOTAL ENROLLMENT IN CERTAIN PART-TIME SCHOOLS, 1921-22

City	Total P-T Enrollment	Pupils of Foreign Birth or Parentage	
		Number	Per Cent of Total
Richmond.....	216	101	46.71
South San Francisco.....	59	*40	67.77
Reedley.....	53	22	41.50
Fowler.....	16	15	93.75
Watsonville.....	68	28	41.17
Azusa.....	71	71	100.00

* Number estimated by teacher.

Nationality.—The nationality of part-time pupils presents another instructional problem. In several schools 100 per cent of the enrollment is of foreign birth or parentage; in others it ranges from small percentages to well over 50 per cent. The presence of from one to three or four nationalities in a school, each represented by a half dozen or more pupils, and together constituting a large percentage of the total enrollment, adds a further complication. The instructional problem presented in teaching English to a class of seventh grade boys and girls is vastly different from the problem of teaching English to an Italian bootblack aged 17 who has had only four years in grammar school. The problem, again, of teaching English to the Italian bootblack is different from that involved in teaching the same subject to an American boy 17 years of age who is a Western Union messenger. Table III shows the foreign enrollment in a few of the part-time schools of the state.

Other factors.—Other problems which must be taken into consideration are health, moral conditions, and attitude toward school. The pupil's health or his physical condition may be such as to make the first problem of instruction that of bringing the pupil to right habits of living. Or, again, the fact that the pupil does not have right moral attitudes may also operate to influence the instructional problem.

The factor of cumulative enrollment also ~~operates as an~~ additional complication of the instructional problem, for it must be remembered that the initial enrollment in part-time classes is subject to monthly increases and decreases as pupils become of part-time age and enroll, or become eighteen and withdraw. This fact alone renders it impossible to plan any long series of lessons with each one dependent upon the preceding lessons and shows the necessity of short units as specified in the Part-time Act.

INSTRUCTIONAL MATERIAL

Adapted to individual needs.—The problem of finding suitable instructional material which will make it possible to give instruction supplementing many different occupations for individuals with different needs is one of the most serious which confronts the part-time school. There may be, for example, a group of fifteen boys, three of whom are working in garages, one is a clerk at a soda fountain, two are employed in banks, and two are Western Union messengers. Three work in small stores, one in a grocery store, one in a men's furnishings store, and one in a jewelry store. Four are unemployed.

Of the three who work in garages one has had two years in high school, one has graduated from grammar school, and one has progressed through only the sixth grade. Also, no two of them will be in the part-time school the same number of months. The clerk at the soda fountain failed in the eighth grade and did not return. Of the two employed in banks one has had one year in high school and the other, three years. The two Western Union messengers are Italian boys who have progressed as far as the sixth grade. The boy who works in the grocery store has completed the seventh grade and part of the eighth. The one who works in the men's furnishings store, as well as the one who works in the jewelry store, has completed two years of high school work. Of the four who are unemployed, one failed as a freshman in high school and the others have completed the seventh grade. The two Western Union messengers and the three who work in garages are the only groupings on the basis of similar jobs.

The variations in age, schooling, school expectancy, nationality, and occupation or lack of employment will demand such varied instruction that little or no class work, as such, can be given this group of fifteen boys. In each case the teacher must find as a starting point of instruction the keynote of interest. For those who are employed it will, in most cases, be the boy's job rather than any school subject. The fact that most of these boys have chosen work rather than full-time school indicates where their interests lie.

The teacher, then, must familiarize himself, as soon as possible, with the duties and responsibilities of each boy on his job in order to be able to discover suitable subject matter for instruction. A detailed study of each job may require much more time than any teacher can devote immediately to such work; but even an occasional visit to the place of employment will be of great assistance in obtaining instructional material if supplemented by the study of a detailed analysis of the job, such as may be available in various occupational studies, for example, in the Part-time Education Series of bulletins published by the Division of Vocational Education of the University of California. There will, of course, be a number of jobs for which detailed material is not available. The assistance of the youth, himself, can well be enlisted to help in the study of his job and in the selection of instructional material.

When the material which the teacher would like to give the pupil is known, the learner's previous education and the probable number of weeks he will attend school must then be taken into account as the course is planned. After this study a teacher might hope to find, for a part of the group, some common ground for instruction in a subject like arithmetic, for example. But this probably will not prove to be the case. Although all of the fifteen boys mentioned previously happen to come at the same time and the teacher may call them "the class in arithmetic," the term is a misnomer if understood in the sense in which we think of a seventh grade class in arithmetic. The arithmetic in the part-time "class" can not be presented to a class. It cannot even be thought of in terms of a class; it must be thought of in terms of the needs in arithmetic of each individual and must be prepared for them and presented to them in a way suited to their individual peculiarities, while being closely related to the occupation or interest of the individual pupil. Without special preparation on the part of the teacher it is apt to be presented purely as an academic subject without vocational significance.

When the required subject of citizenship, for example, is considered the same principles hold true to some extent; for it is evident

that a citizenship lesson for an American bank clerk seventeen years of age with junior standing in high school must be quite different from a lesson for a Mexican boy who is a migratory worker in the fruit orchards and who has progressed to only the third grade in our elementary schools. Here, again, instruction must be related to the life experiences and the occupational interests of the pupil if it is to function properly. Just as was the case with the subject of arithmetic, so with the subject of citizenship, the big problem is to determine the pupil's needs, find the instructional material, and when found adapt it to the pupil.

The instructional problem, then, is first to find the demands of each pupil's job in terms of English, science, drawing, arithmetic, etc., and second, the ability of each individual in terms of these subjects; the teacher may then take each pupil at the point at which he is found and give him instruction which will help him on his job.

Adapted as to method.—The problem of what to teach, however, cannot be separated from the method of teaching. Considering again the group of fifteen boys in a class in arithmetic it is apparent that some method of handling the problem of instruction must be worked out. One teacher in a school of about 250 pupils used a system of folders in a number of her classes. Each pupil called for his folder when he arrived. In it he found corrected the work of the previous week and a special assignment to fit his needs for the present week. Within two minutes each pupil was at work on a lesson planned especially for him and the teacher gave the entire hour to individual conferences.

The amount of work necessary to prepare assignments for all the students is so great that some teachers have prepared mimeographed lesson sheets which can be passed out when they fit an individual need. The following is a first lesson in the use of a time table prepared for the use of an errand boy in an office and illustrates the kind of material which is being prepared by part-time teachers to meet their needs in individual instruction. This lesson was prepared by Mrs. Helen B. Shedden, director of the Richmond, California, Part-time School.

TRANSPORTATION INFORMATION

LESSON ON USE OF TIME TABLES

AIM: To develop ease and accuracy in reading time tables.

REFERENCE: Southern Pacific Time Table.

PLAN: Oral preliminary drill worked out by teacher and pupils to understand abbreviations, signs, time, mileage, elevation, etc., found in time tables.

QUESTIONS

1. What date of issue is your time table? Why must you be particular to get the current issue?
2. Look at the general index page 1. What general topic would any city come under?
For example, let's take the train from San Francisco to San Jose.
3. Turn to station index and look for San Jose. Under what tables is it listed? Find it.
4. What do the abbreviations *lv* and *ar* mean?
5. Which column shall we read if we wish to go from S.F. to San Jose?
Which if we reverse our trip?
6. How many train routes are there from S.F. to San Jose?
7. Why are some figures in light type and some in dark?
8. Name the first station after S.F.
9. What is the time?
10. What does 6:35 mean? 6:39? 6:58?
11. Look at the sign after Burlingame. Read the meaning of it at the bottom of the page under Table 2.
12. What other trains can we take by this same route?
13. Explain: Shore Line Limited, Sunset Limited, etc.
14. Give the elevation of San Jose and the number of miles San Jose is from S.F.
15. At what time does train 72 arrive at San Jose?
16. If it is important for you to take a certain train what should you do to verify the time given in the table?

PROBLEMS

1. Your employer wishes to go from San Francisco to Santa Cruz on the earliest morning train. Find out from your time table when his train leaves, and when it will reach Santa Cruz. Turn to maps and trace the route.
 - A. What is the first town the train will pass through?
How many miles from San Francisco?
 - B. Name other towns that the train passes through
At what time will it reach Menlo Park?
 - C. Which is the first return train your employer could get after transacting business that would take about five hours?
When would it arrive in San Francisco?
 - D. Are there any changes along the route? If so, where?
 - E. If your employer wishes to leave on Sunday what difference will that make in your time schedule?
2. If you are sent to buy a ticket for your employer who wants sleeping car accommodations and diner, in going from San Francisco to Seattle:
 - A. What are the numbers and names of the trains that give this service?
.....
 - B. Which would be the best train to take if time is an important factor?
.....
 - C. Will he have to change trains? If so, where?

THE TEACHER AND HIS DUTIES

Teaching.—From the discussion of the instructional material it is evident that the teacher in a small school having only one or two teachers must be one who can teach a variety of subjects. He must also offer instruction to pupils of the ages between fourteen and eighteen or over, of all degrees of educational attainment, and of a wide variety of occupational interests. Only occasionally will the teacher be able to offer instruction to a class. With ten pupils in a room at one time some may be studying spelling, typing, commercial arithmetic, geography, English and perhaps one or two other subjects, and he will be able to devote only a few minutes during the hour to any one pupil.

Coördination.—Teaching is only one part of the work. The regular duties of the part-time teacher as coördinator will constitute a variety of activities including that of educator, social worker, and counsellor. The teacher must coördinate the school with the whole life of the pupil. The home of the pupil must be visited in order that he may understand all the influences upon the life of the pupil and

work with them for his good. He will find it necessary to influence friendships of pupils, and frequently pupils will have habits of various kinds which need correcting. Without some knowledge of the home life of the pupil the teacher cannot hope to give him the individual instruction and the social and vocational advice and assistance which he needs.

The employer, too, must be visited, for the part-time teacher, as has been indicated, must know what the pupil does on his job, what instruction will supplement his work, what the employer suggests for his employee, and just what assistance he can give the employer in training his employee, if he is to be in a position to offer the most help to the pupil.

Keeping records—It must also be considered that maintaining a part-time organization requires a very definite amount of office work. It requires a certain amount of time to keep the records and reports of the part-time organization in the proper manner, and it also requires some knowledge of that type of work on the part of the teacher. From the standpoint of efficient administration, time must be allowed the teacher for performing the three parts of the job, teaching, coördinating, and record keeping; otherwise only part of the job will be done, or if all are attempted with insufficient time, probably none will be done well.

The part-time teacher, because of the diversity of his or her duties, must be far better qualified than the high school teacher whose specialty is teaching one subject. The part-time teacher must be in sympathy with and understand the employed as well as the unemployed boy and girl. He must know something of their problems and understand their point of view. Above all this teacher needs to have a broad experience in business, an understanding of youths, and a love of social service.

The efficient teacher in the part-time field is doing a difficult job in a big way, in a way which deserves the wholehearted support of the high school principal and other members of the school department. Without this support a difficult task is rendered doubly difficult.

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CHAPTER II

SOCIAL PROBLEMS OF THE PART-TIME SCHOOL

Along with the other problems of the part-time school are interwoven many social problems involving every phase of the life of the pupil. One principal remarked, "Back of ninety per cent of the enrollments in my part-time school there lies a social problem." The young worker's contact with the part-time school gives the teacher an opportunity to help him solve the problems which he is meeting as he leaves the dependence of childhood.

NATURE OF THE PROBLEMS

Various mal-adjustments are found which are due to (1) home conditions which are not conducive to the proper development of the child, (2) unfortunate employment conditions, (3) wrong attitude toward education due to previous difficulties in school, (4) personal problems due to nationality, moral delinquency, low mentality, harmful associates, economic pressure, etc.

HOME PROBLEMS

Home conditions unfortunately are the frequent causes of social problems in the part-time school. The coördinator who visits the home can often help to solve the problem or refer the case to some social agency whose business it is to solve it. There may be illness in the home, a mother's pension to be secured, improper sanitary conditions, lack of sympathy between parents and children due to a broken home, a foreign home, or other causes.

Through wise handling of such problems the coördinator can also solve the problem of lack of understanding between the school and the home. Opposition to school attendance often comes from parents who do not understand the purpose of the part-time school. In fact the consensus of opinion seems to be that the parents are often the last to give the part-time school their whole-hearted support, after employers and pupils have been convinced of its advantages. Only through personal acquaintance can the parents and the school coöperate to serve the best interests of the youth.

SCHOOL PROBLEMS

Failure in school.—The youth's lack of interest in school life is closely connected with the belief that he is a failure as a student. Due to a past failure and consequent dropping out of school, a youth comes to the part-time school lacking confidence in himself and lacking interest in the work the school has to offer. The part-time teacher has the problem of reestablishing confidence and self respect in the pupil by showing him that he can succeed.

Low mentality.—The subnormal pupil though not essentially a problem to be handled by the part-time school is apt to be found there in the small community. A school system in a city of six or eight thousand may not have a department equipped to instruct sub-normal pupils. As they fail in the regular classes they are eliminated from the full-time school and eventually appear in the part-time school. Out of twenty-eight replies received from the sixty-three part-time schools studied, eight indicated that one of their chief problems is the pupil of low mentality.

Many of those children will be self-supporting citizens if properly trained. Their occupational possibilities must be as carefully studied as the problems of any others and the proper guidance and instruction provided. The story of one such case as described by a coördinator in a small city in the state illustrates the problem.

"Joe was a lad of low mentality who couldn't even tell time. He tried to be a Western Union messenger, but could never deliver more than one message on a trip. He was an orphan and lived with his uncle and aunt. They were unable to manage the boy and I had a hard time keeping him out of jail. Finally, I advised his uncle to teach him mattress-making and carpet-laying. After eight months of instruction he can now perform some operations successfully. If the ticking is fixed in the box, he can fill the box level with hair and pack it; then if the top of the ticking is made ready for tacking, he can tack it. Joe is now self-supporting."

EMPLOYMENT PROBLEMS

Employment conditions.—The nature of the employment, the conditions under which the youth works, the lack of employment, or the youth's associates while at work may be the cause of some maladjustments. The coördinator may be able to solve the problem arising from unfortunate employment conditions by calling the attention

of the employer to any conditions which should be remedied for the best interests of the employee in question or by finding the youth another job.

Unemployment.—Communities in which there is only seasonal employment or in which there is little employment of any kind for minors always have serious social as well as instructional and attendance problems. Under such conditions some schools have offered courses four hours a day for five days a week to the unemployed thus giving them an enriched course and preparing them for some employment later. Courses in homemaking for girls and various commercial courses, among others, have been offered as twenty-hour a week courses for unemployed girls.

The chronic loafer presents one of the hardest problems to solve in the part-time school. One loafer problem was handled in this way by the coördinator. "Frank is an Italian. His father, formerly a saloon keeper, now runs a soft-drink parlor. Frank entered part-time school at 17, having never done a day's work. He was just a plain loafer, and cared nothing for school. He didn't want to work and he didn't want to study. I couldn't find anything to interest him. But I talked to him frequently about his future and about earning his own living and tried to awaken his pride. One day toward the end of the school term, he came to me and said he thought he could make some money by setting up a boot-black stand in front of his father's place of business. He asked my advice and I told him to go ahead, that it was honest work. So Frank began to shine shoes. That was the first money he had ever earned and he was proud of it."

PERSONAL PROBLEMS

Nationality.—In a number of communities, it has been difficult to secure the coöperation of the foreign-born youths or those of foreign parentage because they do not understand the purpose of the part-time school. The work at El Monte, for example, shows how a hold can be secured upon the foreign group through social activities in which they play the dominant part. An entertainment, entirely in Spanish, was given at the high school. It had been given the proper publicity, and practically every Mexican in the community was present. A progressive young Mexican explained the purpose of the part-time and evening school work to the audience. As a result there is a friendly and coöperative attitude toward the part-time school.

In La Habra homemaking and English are the chief subjects taught the Mexican group. The teacher for the Mexican camp is home

visitor, part-time, and evening school teacher. Her salary is paid by the La Habra Citrus Association and by the Fullerton Union High School District. She lives in a cottage supplied by the Association. Part-time and evening classes are held in a community hall also supplied by the Association. Part-time classes are held in the afternoon for the girls and young married women. Evening classes are held for the men and boys. The instruction in English is made the means of teaching the girls and women to make change, keep house, and conform to American customs. The mornings are devoted to home visiting.

The teacher's cottage is neat, clean, and well arranged. The Mexican girls and women have noticed the interior of this cottage and have tried to improve their own homes along the same lines.

Delinquency.—The delinquent pupil often finds his way into the part-time school and offers another of the most difficult problems to solve. Some of these problems can be solved by the part-time school when the case has been properly studied. In other instances the case should be referred to a custodial institution which can handle the problem twenty-four hours a day rather than only four hours a week.

Desire to work.—The desire to take his place beside adults—"to hold down a man's job"—is a natural desire in most youths. It is closely connected with the desire to make money. The part-time school should consider this an opportunity for service to the boy or girl. The part-time teacher or coördinator can impress upon such a youth several vital facts which he should realize. In the first place, he has an advantage over many a boy in the regular school because he is earning while he is learning. In the second place, he must see that his job is really an education by putting into it and getting out of it all that the job affords; and in the third place, part-time education is not an aimless schooling; it is helping him do his particular job better, or it is teaching him a new job at which he can make a living.

Financial pressure.—It is probably a fact that most of the part-time pupils have left the regular schools because of preference rather than because of financial necessity. The great majority of our part-time pupils seem to be out of the regular school from choice. The arm of the law stretches out and brings them back to a place in which they do not desire to be—the school. They are in the part-time school through compulsion. Therefore, they are not in a frame of mind conducive to study. In cases where the pupil is out of school because of financial necessity the part-time school can render a direct service by securing for the youth the best job available or by preparing him for a better job.

AIDS TO THE SOLUTION

No definite rules can be given for the solution of social problems. Infinite patience and tact, persistence and understanding are needed to solve the problems that constantly arise. Guidance and help must often be given indirectly by a chance word or an understanding silence. No set hours can be put in the schedule for this work. Problems must be solved at the time help is needed regardless of the hour of the day. A coöordinator who goes to court with her boys when they are arrested, or who helps her young mothers when their babies are sick has the spirit and the understanding which alone can solve the social problems of youths. However there are certain activities which will aid in solving these problems, among them home-visiting, case studies, guidance and placement, extra-curricular activities, and securing the coöperation of social agencies in the community.

Home Visiting.—Problems connected with the home of the pupil have been handled successfully through the influence of home visiting in practically all of the large part-time schools of the state. The coöordinator or teacher who visits the home is often able to solve the problem of lack of understanding between the home and the school and to win the whole-hearted coöperation of the home.

The coöordinator or teacher who finds unhealthful living conditions in the home is frequently able to change these conditions for the better by influences brought to bear through the pupil. When moral delinquency is found in the home the coöordinator can refer the matter to the proper agency as the best interests of the pupil seem to demand. In one case noted the youth was taken from the parents and placed in the care of a guardian.

Case studies.—The solution of the social problems can be found by the teacher with the proper view point only after he or she has made a case study of the pupil in question. Haphazard and spasmodic attempts at the solution of social problems will not bring the desired results. Certain activities must be conducted as a consistent policy while other activities must of necessity be determined by the needs of the day or hour.

In attempting to find a solution of the social problems of the part-time school in the small community, small schools as well as the larger schools, furnish examples of excellent work. Santa Rosa, for example, has had marked success in handling individual cases. A study of the methods employed in Santa Rosa reveals a careful case study of each individual pupil as the first step in preparation for gaining his con-

fidence and coöperation. The teacher is then in possession of information necessary for giving useful advice and assistance.

Guidance and placement.—As a part of each part-time school program there should be a definite plan for a placement bureau and both direct and indirect means of “guidance in social and vocational matters.” No matter how small the school there should be time allowed for these activities.

In the solution of the problems raised by unsatisfactory employment conditions, the large schools of the state have had recourse to four important expedients—employer visiting, securing the coöperation of business men’s organizations, the use of some plan of guidance and placement, and the making and use of industrial surveys and occupational analyses. The success attendant upon the use of these expedients in the larger schools leads one to believe that they should be tried in the smaller schools.

The placement bureau in the small community, and in fact in the large city as well, can be organized to serve not only the pupils who seek full-time employment, but also those who desire work after school and on Saturdays, thus serving the whole school system. Through visiting the places of employment the data on available jobs for juniors are kept up to date and a consistent campaign is carried on to develop new openings for young workers if there are serious problems of unemployment.

A wide vocational experience, a study of occupations and their demands, and a knowledge and understanding of young people are the qualifications for the person who administers such a bureau. The follow-up of pupils who have been placed by the school and frequent conferences with department heads, foremen and employers as well as workers have been found the best means of learning how to make placements wisely.

Extra activities.—Other organized activities conducted as a part of the school program give an opportunity to solve some of the social problems in an informal way. For example, the clubs for dramatics, debating, athletics, games, and social life give the teacher an opportunity to help in the least obvious way. Santa Rosa and Azusa, for example, make use of occasional dances or other entertainments in teaching the part-time pupils some of the courtesies of life. In Eureka and Richmond the part-time pupils publish a school periodical. Other schools have debating, dramatic, and athletic organizations among their part-time pupils. Better amusements, better associates, better social manners, better coöperation, new interests, and many other values come from such group activities.

Coöperation with community social agencies.—The principal or director will call their attention to the needs. If there is no public time school unaided. There are various social agencies in any community large enough to support a part-time school which can be counted upon to assist in solving some of the social problems if the director will call their attention to the needs. If there is no public health center in the community, appeal can be made to the county physician or to the county clinic in case of health problems. Financial aid of various kinds can frequently be obtained from the Associated Charities, the boys' work committees of the Rotary Club, the Kiwanis Club, the Lions Club and similar organizations, the education committees of various women's clubs, labor organizations, etc. Assistance for recreational activities may be obtained from such organizations as these and also from the boys' work secretaries of the Y.M.C.A., the Y.M.I., the Y.M.H.A., and the girls' work secretaries of similar organizations.

A number of part-time schools have reported that they are enjoying the use of rooms of a women's club or of a lodge for their social activities. In one city club-rooms with a kitchen are used as a laboratory for the girls' work in home economics and in another the local community house was used both for class rooms and for social activities.

The interest of such clubs as are mentioned above is often invaluable to the part-time school in solving some of its social problems. In one city the number of unemployed boys became such a problem that a club of business men offered to become sponsors for a certain number of boys. The boy for whom a man became a sponsor or "big brother" was given a job; if not in the employ of the sponsor a job was secured for him by his sponsor. Every encouragement was given these boys to succeed and to remain on a job until they had made a success of the work.

The experience of all successful teachers who are viewing the part-time school as a social service and are attempting to solve the social problems involved is, that coördination is the keynote for success—coördination of home, school, employment, and community.

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CHAPTER III

ENROLLMENT AND ATTENDANCE PROBLEMS

The problem of attendance is one about which all other problems of the part-time school center. There can be no question that if the part-time school is to be of service it can be of greatest service only when it enrolls all the potential part-time pupils and when the attendance of those enrolled is regular. These problems are of importance to all concerned, the administrator, the pupil, the school, the employer, and the community.

IMPORTANCE OF THE PROBLEM

For the administrator.—The successful financing of part-time classes is largely dependent upon the successful handling of problems of enrollment and attendance. Good attendance means that a larger sum will be received from state and county with a consequent reduction in the net expense to the district. Problems of pupil discipline, and difficulties with parents and employers arise largely because of irregular or forced attendance. Instructional problems, such as subject matter of instruction, and outlining of courses, are greatly influenced by regularity or irregularity of attendance, and by the size of classes.

The success of the school and the benefits accruing to pupils depend to a great extent upon full and regular attendance. Hence, one of the most important problems of the administrator is that of maintaining a maximum of attendance with a minimum of friction. When enrollment has once been secured, satisfactory instruction with proper coördination will help solve the problem of maintaining attendance.

For the pupil.—From the standpoint of the pupil, the question of complete and prompt enrollment and regular attendance is of far-reaching importance. If he is not compelled to enroll promptly upon coming under the provisions of the Part-time Act, if he is not compelled to enroll at all, or if, having enrolled, his regular attendance upon classes is not enforced, he is in the position of one who is either breaking or evading the law without penalty. It fosters within him disregard and disrespect for law. Furthermore, if we assume that the pupil will reap certain benefits from regular attendance upon

part-time classes over a period of time, he will certainly be deprived of the full measure of those benefits if he fails to attend regularly. Through irregularity of attendance he loses the benefit of continuity of effort, and of continuous application to the task, his interest in his work lags, and his accomplishment is materially less than it would otherwise have been.

For the school.—Viewed from the standpoint of the school, the matter of attendance is also one of vital importance. When attendance has been enforced with laxity the morale of the student body has always suffered. Those who attend regularly whether from inclination or because they are compelled to do so, feel that they are being discriminated against. Pupils feel keenly the lack of consistent policy in a school when some are made to attend regularly but the boy who works in Smith's Garage around the corner is absent half the time and "gets away with it." The morale of the whole school suffers as a result. This factor is of increased importance in the small community.

Nor can the school afford to overlook the important relationship which exists between attendance problems and financial problems. Poor attendance means increased cost per pupil and decreased reimbursement from state and county. Conversely, regular attendance means a reduction of the per capita cost and increased reimbursement from state and county.

For the employer.—Regularity of attendance also affects the employer. With instruction in the part-time school closely related to the pupil's job, that employer benefits most whose junior employees attend part-time classes with the greatest regularity, for their efficiency on the job is bound to increase in direct ratio to their well directed class-room efforts to improve themselves for that job. In the school where there is a tradition of strict attendance enforcement the pupil very soon finds that he must attend regularly and does so. In the school where the attendance enforcement is lax there is an inclination for pupils to absent themselves from classes. As a result the employer is continually interrupted with inquiries and visits from attendance officers.

For society.—The community in which the pupil lives, although it may not realize the fact, is ultimately, if not immediately, affected by the regularity or irregularity of the pupil's attendance upon his classes. The ultimate meaning of laxity in attendance enforcement is a group of citizens less well equipped for social responsibilities than it might have been,—a group in which have been sown the seeds of

disrespect for law. The ultimate meaning of strict attendance enforcement is a group of citizens in which has been instilled respect for law, young men and women better equipped for the duties of a democratic society.

PROBLEMS OF ENFORCEMENT

The tendency is often to follow the line of least resistance in the matter of attendance. For the pupil it is easier to stay away from classes occasionally than to attend regularly day after day. For the school authorities it is easier to overlook the occasional absence than to take the trouble to trace the reason for that absence through the pupil, employer, and home, and enforce the making up of lost time.

The part-time law and the employer.—The part-time law has been in operation only a few years. It naturally falls heir to the opposition which any new law must face until such time as the public has accustomed itself to the change. In addition to this heritage which renders difficult the enforcement of any law, the part-time law is rendered still more difficult of enforcement because of the number of persons affected—children, parents, school authorities, and employers.

Yet the idea is not new in American education that the employer who makes use of the services of a youth is responsible for his education. From the time of the old colonial apprenticeships the master must agree to see that his apprentice received instruction in the “art or mystery of the trade” and “every winter one quarter’s schooling.” The public schools now share with the employer this responsibility and provide, in consultation with the employer, a part of the education during the working week.

The employer contributes the four hours of time and perhaps some inconvenience to his organization while he gains on the other hand increased efficiency on the part of his junior employees. If the course for an employee is well-planned, regular attendance on the part of juniors will be supported by employers. Many employers over the state are in fact coöperating to such an extent that an employee is not allowed back on the job until his hours of attendance at the part-time school are up to date.

Aspects of the problem.—There are certain factors which, when present, always tend to complicate the attendance problem. Although there are exceptions, it is generally the rule that a large foreign element in the district means difficulty in attendance enforcement. The fact that the problem has been successfully dealt with in certain

communities where the part-time enrollment is composed largely of pupils of foreign birth or parentage should lead other schools to study their methods. In general it seems to be a problem of winning the interest of the foreign home in the work of the school by means of home visits and an attitude of friendliness on the part of the school.

Where the foreign population is not permanently domiciled in the district the problem is, of course, still more complicated, and requires an unusually efficient attendance organization. Where there is a large floating or transient element in the population, whether foreign or native, considerable difficulty in enforcing part-time attendance must be anticipated. The problem is most acute in the farming or fruit raising districts during the harvesting season, and in cities where the number of winter tourists is large.

Whenever a large percentage of the part-time enrollment is unemployed, the problem of attendance enforcement is more difficult to deal with than where steady employment is the rule. The employed pupil is on a regular schedule. It is easier to keep in touch with him and easier to keep him in school than is the case with the unemployed pupil. When unemployed he is on no definite schedule. His whereabouts are not known for any particular hour of the day; he is easy to lose and hard to find. Even when found he is hard to keep in school four hours per week, simply because he is not employed. If he is loafing he is contracting a habit which tends to break down any feeling of responsibility for observing the few hours of his part-time schedule. An employment bureau will do much to solve this problem.

The incorrigible boy sometimes gives considerable difficulty. He may come to school with the hope of being expelled on account of misconduct. The problem here shades off from one of attendance into one of changing the attitude of the pupil toward law in general and toward the part-time school in particular.

Part-time enrollment and attendance.—The provisions of the part-time law in regard to enrollment and attendance, entirely aside from any external influences, make its enforcement difficult. Unlike the regular high school pupil who enrolls on dates predetermined by the school authorities, the part-time pupil enrolls on any school day of the nine or ten school months of the year and on dates which may or may not be known in advance to the school authorities. This means that the machinery to enforce and complete such enrollment must be continually in operation. Likewise, it is easier to enforce regularity of attendance when the pupil is supposed to be present morning and afternoon of each school day than when he is not. The part-time pupil

may attend four hours one day each week, and if he is absent but once under such circumstances it may be two full weeks before he is again present. Thus this type of school tends to increase the difficulties in the enforcement of enrollment and attendance, and make complete enrollment and regular attendance more difficult to maintain than in the case of the regular high school.

AGENCIES FOR SECURING ENROLLMENT AND ATTENDANCE

Principals of schools.—In order that the machinery for securing part-time enrollment and attendance may run smoothly, there must be coöperation between grammar school principals, high school principals and the director of part-time work. The director of part-time education must at all times have access to the records of the grammar schools and high schools. And unless he receives immediate reports of "drop-outs" from grammar school and high school, the machinery which he has set up for securing part-time enrollment and attendance cannot operate efficiently.

The regular attendance officer.—The person most frequently charged with the responsibility of enforcing attendance upon part-time classes is the regular city or county attendance officer. While this plan has the advantage of utilizing machinery already set up and in operation, it nevertheless has certain disadvantages. Where one or even two attendance officers have to cover a whole county it is sometimes as long as two weeks before a part-time absence which has been reported to them can receive proper attention. This is undesirable in a full-time school organization. In a part-time organization it is almost fatal to any attempt at strict attendance enforcement.

Where the city attendance officer for the full-time schools assumes the duties of part-time attendance officer as well, the situation is not so difficult as when these duties are added to those of the county attendance officers. The school authorities must be sure that the city attendance officer is in sympathy with the part-time program and understands the purpose of the part-time law.

A part-time school attendance officer.—Frequently, where the expedient of making use of the regular attendance officer has been found unsatisfactory, the work of looking after part-time attendance matters is given to a member of the part-time organization. The one who performs this duty may be the director, the coördinator, the teacher-coördinator, or one of the teachers. Even in the one-teacher organization, the teacher sometimes assumes the burden of attendance work in addition to those of teaching and coördinating.

There are certain advantages in the plan of having some member of the part-time organization look after part-time attendance matters. In the transfer of records alone there is a great saving of time. Direct, quick action is very essential; for time is an important factor in enforcing part-time attendance. An added advantage in the plan of delegating attendance work to a member of the part-time staff is that as a member of the staff he has probably visited the home and the employer of the pupil. Under such circumstances he is able to solve the problem more quickly and effectively than could a comparative stranger. However there may be cases that should be handled by the regular attendance officer and the part-time teacher should be able to depend upon the support of this officer in such cases.

Parent and employer.—When the parent, or employer, or both, can be enlisted in support of attendance enforcement the task is rendered comparatively easy. The pupil who knows that his parents or employers look with disfavor upon his absence from classes is quite likely to attend with regularity. The employer who will coöperate to the extent of requiring a pupil whose absence has been reported to him to present an excuse from the school before continuing on the job will render a great service to the school.

The courts.—The local courts must also understand and be in sympathy with the part-time law. Although attendance enforcement should be accomplished, if possible, without the necessity of taking cases into the courts, the school should feel sure of the support of the law when a resort to the courts is desirable.

Good instruction.—After enrollment is secured probably no greater force for securing good attendance can be found than providing good instruction which the pupil can see is of value to him. The personality of the teacher, the method of instruction, and the subject matter all have a decided influence upon attendance. When the teacher who knows how to deal with employed boys and girls gives instruction in subject matter which is suited to the needs of the pupils and in a manner which will hold their interest the attendance problem is solved and even voluntary attendance of youths beyond the compulsory age can be secured.

Voluntary attendance.—Many pupils, both employed and unemployed, find it to their advantage to attend part-time classes more than the required four hours. In many communities young men and women will be found who need further training, but who, because they are above the age limit, or are high school graduates, are not compelled to attend part-time classes. Often these young men and women would welcome the opportunity of attending voluntarily cer-

tain part-time classes, provided a satisfactory arrangement could be made with their employers. The high school principal or part-time director should be alive to the opportunity thus presented for rendering a wider service to the community and at the same time reducing the per pupil cost and building up the morale of the school.

REQUISITES FOR ENROLLMENT AND ATTENDANCE ENFORCEMENT

An adequate survey.—The first step in securing complete enrollment of part-time pupils is an adequate survey. This has been discussed previously and will not be further elaborated except to say that without a knowledge of the number and identity of those who should enroll as part-time pupils, and when they should enroll, it is impossible to get a perfect enrollment. An adequate survey will supply this information.

An adequate organization.—The survey alone is not sufficient; an adequate organization must be developed for making use of the information gained in the survey. This organization must include in its personnel all elementary school principals, all principals of junior high schools, all principals of senior high schools, all directors of private or parochial schools, the director and coördinator of the part-time school, and some person charged with the responsibility of enforcing attendance. If possible it should also include all parents and employers. With any of the units in this organization failing to coöperate, the difficult task of securing enrollment and attendance is rendered doubly difficult.

A plan of action.—The organization for enforcing enrollment and attendance must have a definitely outlined plan of action. Each member must know what he has to do, when he has to do it, and how he has to do it. The minimum essentials of this plan of action must include the following:

- (a) A method for enrolling promptly in the part-time department each student as he or she becomes subject to the part-time school law.
- (b) A method for reporting promptly each "drop out" from the full-time school to the part-time department.
- (c) An adequate information service on new arrivals in the community.
- (d) An adequate system of part-time records and the delegation of record keeping to some person in the part-time organization.

- (e) A method and time for reporting absences from part-time classes.
- (f) Quick action on absences, a quick report, and a quick "follow-up," if necessary.

For carrying out the above plan the following suggestions are made:

(a) Methods should be devised for acquainting the city superintendent or the high school principal with the arrival of any family in the city. It is suggested that each city pass an ordinance requiring all individuals or firms engaged in the transfer business to report daily all transfers of household goods of newcomers in the city, and all movements of household goods from one house to another when such movement is accompanied by a change of residence on the part of a family. It is further suggested that the same ordinance require members of the police force to give information of a similar nature which comes within their notice from day to day. It is also suggested that the attendance officer of the school follow up this information with an immediate visit.

(b) In the case of families moving into the community and having children of school age, it is suggested that a definite minimum time after arrival be fixed within which such children must enroll in school. The first day of the first school month after arrival is suggested as a suitable final date.

(c) In the case of transient pupils temporarily domiciled in a city, it is suggested that no exception be made from the above rule, but that they, like others, be required to enroll on the first day of the first school month succeeding their arrival in the city.

(d) The rule which requires pupils to enroll in part-time school immediately upon attaining the age of sixteen makes for a continuous enrollment, but still an enrollment at no date predetermined by the school. It is suggested, for greater ease in handling part-time enrollment, that part-time pupils be required to enroll on the first day of the first school month after they reach the age of sixteen. It is also suggested that part-time pupils be excused from further attendance upon the last school day of the month in which they attain the age of eighteen, rather than immediately upon attaining that age.

LEGAL PROVISIONS REGARDING ENROLLMENT AND ATTENDANCE

The Part-time Act has a number of provisions which bear directly upon the subject of attendance. These provisions regulate permits to work, enrollment, the minors subject to attendance, exemptions, hours of attendance, etc., as has been said in Chapter I of Part One.

Provisions affecting enrollment.—Subdivision one of section four of the Part-time Act provides that “they (the high school board) shall require the principal of the school to issue in his name a combined school enrollment certificate and permit to work to each person enrolled in these (part-time) classes.” “Said certificate shall be issued to persons enrolling in these classes within five days after their enrollment.”

Section eleven of the Part-time Act provides that “All principals of high schools and elementary schools located in high school districts wherein the provisions of . . . this act have become operative shall issue to all pupils enrolled in their respective schools, and who are too old to be subject to compulsory full-time school attendance . . . and who are under the age of eighteen years, a combined school enrollment certificate and permit to work.” “And the principals of all high schools wherein reside persons under eighteen years of age who are exempt . . . shall, upon request, register such persons, and shall issue to them enrollment certificates and permits to work, which shall state the causes of exemption.”

Section eleven also provides that enrollment certificates must be issued by the high school principal and the elementary school principals to all full-time pupils enrolled in their schools who are between sixteen and eighteen years of age. To these pupils a certificate modified to suit their needs must be issued. A blank for this purpose is given in the chapter on blanks and forms.

Provisions affecting attendance.—Section three of the Part-time Act provides that “All persons under eighteen years of age (and over fourteen years of age), who have not been graduated from a high school maintaining a four-year course above the eighth grade of the elementary school . . . who reside within three miles of a suitable class maintained . . . and who are not in attendance upon a public or a private full-time day school, . . . shall be . . . required to attend upon a special part-time class . . . for not less than four sixty-minute hours per week for the regularly established annual school term.” Parents must assume the responsibility of securing the

attendance of their children according to section five of the Act which provides that "Each parent, guardian, or other person having control or charge of any minor required . . . to attend special part-time classes, must compel the attendance of such minor upon the same."

Time of classes.—Section one of the Act provides that "Said classes must be maintained between the hours of eight a.m. and five p.m. . . ." Section fourteen of the Act provides that "Any high school may maintain part-time classes on Saturdays" . . . This provision has in effect been repealed by the subsequent reenactment of section ten of the Political Code, restricting attendance upon classes in public schools to the days Monday to Friday, inclusive. The school year for part-time classes is co-terminal with the regular full-time schools. Section three of the Act requires the attendance "upon special part-time classes maintained . . . for not less than four sixty-minute hours per week for the regularly established annual school term."

Exemptions.—Under Section three, subdivision one, of the California Part-time Act the following pupils may be exempted from compulsory attendance upon part-time classes:

(a) Those who, because of physical or mental condition, are unable to attend or to benefit by the instruction. In the practical application of this rule the exemptions are largely for physical incapacity rather than for mental incapacity. Although the contrary might be expected, very few are exempted on account of mental deficiencies. The excellent work done in some of the part-time schools with pupils of low mentality shows that there are few who cannot profit by instruction because of mental deficiency, if an honest and intelligent effort is made to discover capacity and adapt instruction to it.

(b) Those who must render personal service to dependents, such as their own children or invalids who cannot otherwise be provided for. This provision, while obviously necessary, has in many instances served as a loop-hole for parents who are not in sympathy with the part-time school and are ready to urge any excuse for exemption. It is evident that exemption under this provision should be allowed only in case the administration is fully satisfied of the justice of the claim.

(c) Those who reside more than three miles from a suitable class maintained. Attention should be called to the exact wording of this provision because of the impression that it means three miles from the high school or part-time school. Should the part-time director deem it advisable to establish and maintain a suitable part-time class in one of the elementary schools within the high school district, all pupils

residing within three miles of this class, and subject to the age and schooling provisions of the Part-time Act, would be compelled to attend. In one case such classes have been maintained. They found that pupils prefer to come some distance to attend part-time classes maintained in the high school buildings rather than attend a part-time class maintained in the elementary school building closer to their home. It might appear at first that this would occasion a considerable loss of time in traveling to and from classes. However many of these pupils, although they may actually reside five or six miles from the high school are often able to cover that distance in short time because of proximity to a suburban line or to a high school bus line.

Under section fourteen of the Part-time Act, exemption may be granted to those whose interests would suffer if they were compelled to attend special part-time classes under the provisions of the Act. As has been stated in Part One, the number of pupils who may be exempted under this provision is limited to *three*, and in addition thereto a number which shall not exceed five per cent of the total number of minors subject to compulsory attendance upon part-time classes in the district.

In a part-time enrollment of 100 pupils in a given community, the principal of the school would be permitted to exempt only eight pupils from attendance under this provision of the Act (3 plus 5). Given an enrollment of 200, the exemptions permitted under this provision would be thirteen (3 plus 10).

High school principals have to guard against too liberal application of this provision of the Act. Pressure may be brought to bear upon them by pupils, parents, and employers to exempt the full quota allowed under this provision, and many plausible arguments are advanced to show that exemption should be granted in the interests of the pupil. Exemption of a pupil under section fourteen is of course necessary in some cases. It should be noted that the California Act does not exempt married minors as is the case in some other states. It takes real faith in the part-time school and much rigidity of backbone on the part of the one empowered to grant exemptions, clearly to distinguish the interests of the pupil from the interests of those seeking the exemption of the pupil.

THE POTENTIAL ENROLLMENT

Some interesting facts are brought out by a comparison of the actual part-time enrollment in the various schools with the potential enrollment as indicated by what has been termed the *state index*. This index was based upon the part-time enrollment as compared to the population of the town or city in which the school was located. Based upon the part-time enrollment for the state as a whole the part-time school should have an enrollment equal to or greater than 1.41 per cent of the population of the city in which it is located.

The state index.—The United States census for California for 1920 was compiled just before the California Part-time Act became fully effective. According to this census there were in the state at that time 10,155 minors aged 14 and 15 who were not attending school. One may assume that, except for those who are now in attendance upon part-time schools, this number has not been materially lessened. The same is true of the 42,826 minors aged 16 and 17, who, according to the census, were not attending school in 1920. A number equal to or greater than this should be in the part-time schools of the state except for a slight reduction due to the fact that some of these 14–17 year old pupils are high school graduates and so not subject to attendance upon part-time classes.

TABLE IV

AGE DISTRIBUTION OF 6,029 OUT OF 11,687 SENIORS IN CALIFORNIA HIGH SCHOOLS, JUNE, 1922, PER CENT CERTAIN AGE GROUPS ARE OF THE TOTAL NUMBER OF SENIORS REPORTING, AND THE APPROXIMATE NUMBER OF GRADUATES IN THE STATE IN EACH AGE GROUP.*

Age	Number of Graduates	Per Cent of Total Graduates	Approximate Number for Entire State
14 to 15.....	7	1.11	130
15 to 16.....	60		
16 to 17.....	472	38.38	4,485
17 to 18.....	1,842		
18 and over.....	3,668	60.51	7,072
Total.....	6,029	100.00	11,687

* Compiled from the records of the Bureau of Research in Education, Department of Education, University of California.

The records of the Bureau of Research in Education of the University of California show that of 6,029 seniors out of 11,687 in the high schools of California 1.11 per cent were graduated before the age of 16 years, 38.38 per cent were graduated before reaching the age of

18, and 60.51 per cent over 18 when they were graduated. From the figures in Table IV we may then conclude that approximately 4,615 boys and girls under 18 years of age were graduated from California high schools in June, 1922.

It will be observed that the figures 130 and 4485 were obtained by taking 1.11 per cent and 38.38 per cent, respectively, of the total number of seniors, which was 11,687. It is assumed that all these seniors were eventually graduates.

In Table V figures are given showing the total number of persons in the state 14-18 years of age who are not in school, decreased by the number who may be high school graduates. It might easily be argued that a number of pupils who are graduated from high school under 18 years and especially those who are graduated under 16 years of age would be attending some higher institution of learning because of marked ability and would therefore be listed in the census among those attending school, so we are doubtless subtracting a maximum figure when we take from the total number not attending school all those who were graduated in any one year. But since we are wishing to know the minimum number of youths between 14 and 18 years of age in the state who are subject to the part-time law the entire number of graduates will be subtracted as appears in Table V.

TABLE V

THE TOTAL NUMBER, THE NUMBER NOT IN SCHOOL, AND THE APPROXIMATE NUMBER AND PER CENT OF POTENTIAL PART-TIME PUPILS IN EACH OF CERTAIN AGE GROUPS, CENSUS OF 1920.

Age Group	Total Number	Number not in School	Approx.* Number High School Graduates	Potential Part-time Pupils	
				Approx. No.	Approx. Per Cent of No. not in School
14 and 15 years.....	93,346	10,155	130	10,025	98.71
16 and 17 years.....	94,520	42,825	4,485	38,340	89.53
14-18 years.....	187,866	52,980	4,615	48,365	91.28

*This is a maximum number to be subtracted. See discussion above.

By comparing the number of pupils aged 14-18 years who are subject to attendance upon part-time classes with the total population of the state, we find that 48,365 or 1.41 per cent of the population of the state should be enrolled in part-time classes. That is, 48,365 is 1.41 per cent of 3,426,861. Using this per cent of 1.41 as the state index, it can be applied to the local community to determine the per cent of the population who should be subject to the Part-time Act.

For example, the population of Roseville, according to the 1920 census, is 4,500. By the state index the potential enrollment in part-time classes should be 63. In San Luis Obispo, whose population is 5,900, the enrollment should be 83; while in South Pasadena with a population of 7,600 the enrollment should be 107. The school authorities of any city may, in the same way, arrive at a figure which should indicate fairly accurately what their part-time enrollment should be.

It has been found that a number of cities in the state have enrolled in part-time schools even more than 1.41 per cent of the population. It is to be expected, of course, that the smaller cities would be able to enroll a larger proportionate number of pupils in part-time schools than would the larger cities. In a small city most of the minors are known to the school authorities and are, therefore, more easily found than in a large city. Over 38 per cent of the cities having a population under 5,000 have a part-time enrollment which is above 1.41 per cent of the population. Of the cities having between 5,000 and 10,000 population 15 per cent have more than 1.41 per cent of the population enrolled in part-time classes.

While 1.41 may be considered a fairly accurate index figure for the state at large, there will, of course, be some variations from that per cent in the enrollment of part-time pupils in various localities. The factor of nationality will have a decided influence upon the index. We would expect to find many more than 1.41 pupils for every 100 of population enrolled in part-time classes in cities having a large foreign population, and somewhat less than that number in cities predominantly American in nationality.

The outstanding facts revealed by the study of enrollment and attendance problems are:

- (a) The importance of prompt and complete enrollment and regular attendance.
- (b) The need for an adequate organization or plan for following up absences and enforcing regular attendance.
- (c) The necessity of coöperation between school and employer in the matter of securing regular attendance upon classes.

REFERENCES

- KEEN, PHILIP M. The Granting and Control of Employment Certificates. *In Vocational Education Magazine*, v. II, no. 7, March, 1924, p. 592.
- WHITCOMB, L. P. The Enforcement of Compulsory Part-time Attendance. *In Vocational Education Magazine*, v. I, no. 10, June, 1923, p. 79.

CHAPTER IV

BLANKS AND FORMS AS ADMINISTRATIVE AIDS

The organization and administration of a school is shown in part by the blanks and forms used. Certain blanks and forms are essential to the proper organization and maintenance of a part-time department. Some of these blanks and forms are required by the California Part-time Act and are furnished by the Superintendent of Public Instruction to the superintendents of schools of the counties, from whom they may be obtained by high school principals. The forms furnished by the Superintendent of Public Instruction will not be reproduced here.

The *Application for Enrollment in Part-time Classes*, and for a *School Enrollment Certificate and Permit to Work* must be filled out by every boy and girl enrolling in the part-time school. These blanks can be secured from the county superintendents of schools.

A *School Record (For a Minor Applying For a Permit to Work)* should be presented by every minor applying for a permit to work, or should be secured from the principal of the school last attended by the minor. This is a record of the pupil's age, school attendance and grade completed, the data having been taken from the school register. This blank also may be obtained from the County Superintendent.

A *Health Certificate* must be required of any minor over fourteen and under sixteen years of age who applies for a permit to work. This health certificate must state whether or not it is advisable to issue to the minor in question a permit to work, and must be signed by a physician. This form is supplied by the County Superintendent.

A *School Enrollment Certificate and Permit to Work* must be issued to each person enrolled in a part-time class. It must be issued within five days after enrollment and be signed by the principal. One copy of this certificate should be kept by the parent or guardian and one by the employer. No person under eighteen years of age can be employed legally without this certificate.

The experience of a number of schools has shown, however, that it is much more satisfactory to issue first an enrollment certificate and then a permit to work after the pupil brings evidence of having secured employment. The two separate forms used by the Stockton Part-time School are shown below.

SCHOOL ENROLLMENT CERTIFICATE

DEPARTMENT OF PART-TIME EDUCATION

STOCKTON HIGH SCHOOL

Certificate No.	Assigned to class at
Issued to	Days and hours
Residence	Date issued
Date of birth	Date expires

THIS IS *NOT* A PERMIT TO WORK

This certificate is evidence that the above named minor has registered at the Part-Time High School and is complying with the law. As soon as the minor obtains employment a permit will be issued by this office.

.....
Director of Part-Time Education

NOTE TO EMPLOYERS: This is not a permit to work but the above named minor is entitled to a permit which will be issued upon your request. If the days or hours of school assignment are not convenient in your organization we will be glad to make any arrangement you may desire. Phone 1941. If you desire any additional information regarding the minor in question our files and records are at your service.

SCHOOL ENROLLMENT CERTIFICATE AND PERMIT TO WORK

DEPARTMENT OF PART-TIME EDUCATION

STOCKTON HIGH SCHOOL

STOCKTON, CALIF.

Permit No.	Assigned to class at
Issued to	Days and hours
Residence	Date issued
Date of birth	PERMIT EXPIRES
Valid only while	
employed by	
Place of employment	

This certificate and permit issued for and in the name of the Director of Part-time Education, Stockton High School, authorizes the above-named minor to be employed in any occupation and under any conditions not forbidden persons of his or her sex and age by the Child Labor Law and as specified above by authority of the Part-time Education Act. Instruction in classes specified above will be in citizenship and other subjects as determined by the educational needs of the minor.

.....
Director of Part-time Education

NOTE TO MINOR: Give one copy of this document to your parents, guardian, or foster parents, and turn the other over to your employer if you have one. Should you quit work, change employment, or have more than one employer, you are required to notify this department.

NOTE TO EMPLOYER: Do not accept this document unless it has been properly made out and officially signed, and unless it is accompanied by duplicate blank forms, one to be filled out by you and returned to the above-mentioned department, and one to be permanently retained with this document in your files. In case of any irregularity or any question regarding the school laws or school courses call this office for information. Phone 1941.

A *Certificate for Full-time Pupils* as designated by the Act, section 11, must also be issued to full-time school pupils, whether in high school or elementary school, on their sixteenth birthday. A school enrollment certificate and permit to work, modified to meet the needs of full-time pupils is required. The form given below is another devised by Howard A. Campion while he was director of the Stockton Part-time School.

DEPARTMENT OF PART-TIME INSTRUCTION	
STOCKTON, CALIFORNIA	
This is a permit for work outside of the hours of the regular full-time day school only. If you leave school you must secure a new permit.	
This Certifies that	
date of Birth	19..... who is attending
day school classes at the school	
is enrolled in this Department as required by law.	
This Certificate expires	
..... 19.....	
..... Director	
By	

A *Limited Enrollment Card* should be filled out by the full-time student before he secures the above certificate. The part-time school should keep the card showing the pupil's enrollment and when any such pupil drops out of full-time school the director has the data necessary for securing his transfer to the part-time school. Such an enrollment card is given below.

DEPARTMENT OF PART-TIME EDUCATION	
LIMITED ENROLLMENT CARD	
.....	
<i>Last Name</i>	<i>First Name</i>
Age last Birthday	Date of Birth
Parent or Guardian	
Address	Phone
School Grade or Adviser	
Remarks	
.....	

A *Promise of Employment* should be brought by the pupil from the prospective employer. On this form are stated the conditions of employment, together with a brief description of the job. It is signed

by the person or firm desiring to employ the minor. The form may be obtained from the County Superintendent of Schools and can be given to the pupil together with the school enrollment certificate. Upon receiving the promise of employment the high school principal should make out a duplicate of the combined school enrollment certificate and permit to work, page —, and send it to the firm promising employment.

A *Notice of Employment* must be mailed to the high school principal by the employer within five days after employment of the minor. A copy must be kept by the employer and filed with the enrollment certificate. Below is reproduced the notice of employment as used in the Santa Cruz High School.

NOTICE OF EMPLOYMENT	
Name of Pupil	
Kind of Work	
Hours of Work	Wages
Name	
Address	Phone
Employer's Signature	
Date of Employment	

(Front of card)

INSTRUCTIONS

One copy of this Notice of Employment must be sent to the High School Principal within five days after employment.

One copy must be kept and filed by Employer with the Certificate of Enrollment.

(Back)

A *Permanent Record* should be kept of each pupil enrolled in the part-time school. This record can be kept very conveniently on a card five by seven inches. The information recorded should be such as to make the record a constant source of inspiration to effort on the part of the teacher to the end that the pupil may attain the educational, social, and vocational objectives indicated on the record. For obvious reasons this blank should not be placed in the hands of the pupil. The front of the card, with the exception of the information regarding employment subsequent to entering part-time school, should be filled out by the teacher as fully as possible when the pupil enrolls.

PUPIL'S PERMANENT RECORD

Name Address Date of birth

Date pupil becomes eighteen Months of school expectancy

Sex Height Weight Health Where born

DATA ON FAMILY

Living†	Name	Occupation	Health	Attitude toward school	Country of birth
Father:					
Mother:					
Guardian: Name:		Address .....	.....	Occupation .....	.....
No. older brothers		; sisters	.....	No. younger brothers	.....
Economic condition of family			Environment	.....	sisters
How much does pupil contribute to support of family?					
What is pupil's attitude toward home?					

DATA ON SCHOOLING AND EMPLOYMENT

Grade completed School last attended

Date of leaving Reasons for leaving

Special vocational interest of pupil

Special instruction desired by pupil

Special instruction needed by pupil

Special aptitudes of pupil

Last employer Address Phone Weekly wage

EMPLOYMENT SINCE ENTERING PART-TIME SCHOOL

Firm	Nature of duties of employee	Weekly wage	Dates	Reason for leaving
1.				
2.				
3.				
4.				
5.				

(Front)

PUPIL'S PERMANENT RECORD

Rating on intelligence test Date of test
 What test?
 Juvenile court record, if any
 Attitude toward school teacher job

PERSONAL DEVELOPMENT

Health and physical conditions needing improvement
 Moral attitudes to be developed
 Friendships to be influenced
 Uses of leisure to be encouraged
 Habits needing correction
 Personal qualities needing development
 Interests which should be developed

EMPLOYERS' ESTIMATES OF PUPIL

Name of employer	Nature of pupil's position	Employers' remarks
a. ....	.....	.....
b. ....	.....	.....
c. ....	.....	.....
d. ....	.....	.....
Date of leaving part-time school		Reason for leaving
How has the part-time school helped this pupil?		
a.	d.	
b.	e.	
c.	f.	

PROGRESS OF PUPIL		
Subject	Progress or grade	Subject
.....		Progress or grade
.....		
.....		
.....		

(Back)

The back of this card will be filled out a little at a time, as the teacher gradually comes to know the pupil.

The *Pupil's Program Card* will serve three purposes. One copy should be placed in the hands of the pupil in order that he may not forget his appointments with the part-time school. A second copy should be mailed to the employer, and a third copy should constitute a ready reference card in the files of the part-time school. A three-by-five card will be found more convenient and less expensive than a larger card. A suggested form is given below:

PUPIL'S PROGRAM CARD			PART-TIME DEPARTMENT	
Pupil's Name <i>John Bright</i>			Date of Birth <i>3/18/07</i>	
Address <i>309 Chestnut</i>			Residence Phone <i>2345</i>	
Date of Enrollment <i>3/21/23</i>				
<i>Day</i>	<i>Hours</i>	<i>Subject</i>	<i>Instructor</i>	<i>Place</i>
Monday	8:30-9:30	English	Miss Johns	R. 121, HS
Monday	9:30-10:30	Cit.	Mr. Hobart	R. 24, HS
Wednesday	3:00-5:00	Auto Mech.	Mr. Forbes	Mch. Shop

The *Application for Exemption* from part-time classes will probably operate to reduce the number of persons requesting exemption. This is due to the fact that it is formal in character and that it requires a definite commitment to writing of the reasons why exemption is desired.

APPLICATION FOR EXEMPTION FROM PART-TIME CLASSES

....., California, ..., 192....

Name of Minor Date of Birth

Home Address

Name of Employer

Address of Employer

Duties of Minor

Name of Parent or Guardian

Address of Parent or Guardian

Name of Person making application

Reasons for requesting exemption

.....

.....

.....

Signature of Person
Making Application

The *Agreement to Exempt* a pupil from attendance upon part-time classes, in case the application for exemption has been favorably considered, should be reduced to writing as a formal business proposition. This agreement should be used only in those cases in which exemption is desired for a limited time during the year. The time during which the exemption shall be operative should be definitely stated, as well as the manner in which the lost time shall be made up. Such a document, reduced to writing, and signed by the principal of the high school and the person preferring the request for exemption, leaves no room for subsequent argument as to the exact nature of the agreement.

Since the application for exemption and the exemption agreement will be used only infrequently, a mimeographed form on a sheet of paper of regular business size will serve the purpose for either document. The two forms shown are used in the Huntington Park Part-time School.

AGREEMENT TO EXEMPT FROM ATTENDANCE UPON PART-TIME CLASSES

THIS AGREEMENT entered into on the day
of, 192..., by and between the
..... High School, party of the first part,
and, party of the second part,
WITNESSETH that said party of the first part hereby agrees to excuse
from part-time school attendance

(Name of minor)

(Son, daughter, ward, employee) of the party of the second part
(cross out three)

from the day of, 192..., until
the day of, 192....

AND IN RETURN THEREFOR the said party of the second part hereby
agrees to send said

(Name of minor)

to the High
School daily for full-time attendance upon part-time classes from the
..... day of, 192..., to the
..... day of, 192....

Dated at, California, this day of
....., 192....

Signed

Signed

The *Application for Work* is another form which should be provided for the part-time files. No matter how small the part-time organization, instances will occur when employers will call upon the department for assistance in filling vacancies in their organization. The more often the employers do this, the greater service the part-time organization will be in a position to render both pupils and employers.

In order that the part-time organization may have definite and reliable information, each unemployed pupil, and each employed pupil desiring to make a change, should be given an opportunity to fill out

and file an application for work. These applications should be filed alphabetically and classified according to the occupation desired. When called upon to fill a vacancy the part-time teacher or coordinator, by reference to the application, and through knowledge of the individual pupil, will be in a position to recommend a suitable candidate.

APPLICATION FOR WORK	
Name of Pupil	Date of Birth
Address	Phone
Date of filing this application	
Employed at Present	
If employed, at what job?	With what firm?
<i>Employment Desired</i>	<i>Teacher's Remarks</i>
1st choice .....	.....
2d choice .....	.....
3d choice .....	.....
..... Signature of applicant.	

An *Employer's Request Card* should be provided for the use of the part-time teacher who attends to the duty of filling vacancies for employers. Requests from employers will ordinarily be made over the telephone and the information given should be filed in the part-time office. The card thus constitutes a record of positions filled by the part-time department. The form below is suggested.

EMPLOYER'S REQUEST	
Name of Firm or Employer	
Address	Phone
Position to be filled	
Date position will be vacant	
Requirements: Sex Age Previous experience	
Hours	Weekly wage
Remarks of employer	
.....	
.....	
Person sent	Date sent

An *Attendance Card* should be provided for those pupils who by special arrangement have been allowed to accumulate 144 hours of attendance during a dull season in order to be excused before the end of the regular high school term. The card may be presented to the attendance officer or to any other interested person, and will serve as evidence that the pupil is lawfully absent from classes before the end of the term.

ATTENDANCE CARD
THIS IS TO CERTIFY that
whose residence is
has completed 144 hours of attendance upon part-time classes as required by law, and is, therefore, excused from further attendance until, 192.....
Date
..... Director of Part-time Department High School, ... California.

A *Term Report* should be given to each part-time pupil who attends classes for one term or more. Three persons will be interested in this report—the pupil, the parent or guardian, and the employer. The parent or guardian and the employer will be interested in what the pupil has accomplished in the part-time classes. The pupil will also welcome the report, especially if it is a good one. The very fact that a report will be given at the end of the term will in many cases serve as an incentive for better work. The pupil should be required to present the report to both parent and employer for inspection and signature. It may require some effort on the part of the part-time department to have the pupil present the report to his parent and employer and return it to his teacher for inspection of the signatures, but the incentive to better work which this will create will be well worth the trouble. The only other alternative would be to make three copies of the report, sending one to the home, one to the employer, and handing one to the pupil. This would mean an additional cost. Whatever plan is followed, both the home and the employer should know what progress the pupil is making in his part-time work in order that they may coöperate more adequately with the school.

.....Part-time Department TERM REPORT Report of for the term beginning 19....., ending.....19.....						
Subject	Progress	Hours Pres.	Hours Abs.	Times Tardy	Effort	Attitude
..... Signature of Parent			 Signature of Employer			
..... Director of Part-time Department			 Principal of High School			

A *Certificate of Attendance* may be awarded to part-time pupils upon the completion of their work in the part-time department, provided they have been in attendance for at least one full term or a minimum of seventy-two hours. A sample certificate devised by the Richmond Part-time School appears below.

Part-time pupils would take more interest in their work, according to reports from many teachers, if they "had something to show for it" at the end. A certificate of attendance would serve this purpose. It would be visible evidence, just as is a grammar school or high school diploma, or commercial department certificate, that the pupil had passed a definite educational mile-post.

The *Class Record* for part-time work will need to be somewhat different from that used for the regular high school classes. This is due to the absence of definite class organization and to the variety of arrangements for satisfying employers in the matter of the days and hours of attendance of their employees. In an enrollment of twenty pupils, for example, five may come four hours at a stretch, two pupils coming Monday morning and two coming on Tuesday morning. Six may come one hour daily from 8 to 9 a.m., Monday to Thursday inclusive. Two may come two hours twice a week, Tuesday and Thursday from 8 to 10 o'clock, and two may come at 8 o'clock on Monday and from 8 to 11 on Tuesday. Four may come more than the required four hours per week, one coming six hours, one eight hours, one twelve hours, and one sixteen hours.

An *Attendance Card* should be provided for those pupils who by special arrangement have been allowed to accumulate 144 hours of attendance during a dull season in order to be excused before the end of the regular high school term. The card may be presented to the attendance officer or to any other interested person, and will serve as evidence that the pupil is lawfully absent from classes before the end of the term.

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.....Part-time Department

TERM REPORT

Report of for the term
beginning 19....., ending.....19.....

Subject	Progress	Hours Pres.	Hours Abs.	Times Tardy	Effort	Attitude

.....
Signature of Parent

.....
Director of Part-time Department

.....
Signature of Employer

.....
Principal of High School

A *Certificate of Attendance* may be awarded to part-time pupils upon the completion of their work in the part-time department, provided they have been in attendance for at least one full term or a minimum of seventy-two hours. A sample certificate devised by the Richmond Part-time School appears below.

Part-time pupils would take more interest in their work, according to reports from many teachers, if they "had something to show for it" at the end. A certificate of attendance would serve this purpose. It would be visible evidence, just as is a grammar school or high school diploma, or commercial department certificate, that the pupil had passed a definite educational mile-post.

The *Class Record* for part-time work will need to be somewhat different from that used for the regular high school classes. This is due to the absence of definite class organization and to the variety of arrangements for satisfying employers in the matter of the days and hours of attendance of their employees. In an enrollment of twenty pupils, for example, five may come four hours at a stretch, two pupils coming Monday morning and two coming on Tuesday morning. Six may come one hour daily from 8 to 9 a.m., Monday to Thursday inclusive. Two may come two hours twice a week, Tuesday and Thursday from 8 to 10 o'clock, and two may come at 8 o'clock on Monday and from 8 to 11 on Tuesday. Four may come more than the required four hours per week, one coming six hours, one eight hours, one twelve hours, and one sixteen hours.

Richmond Union High School
Richmond, California

This Certifies that

.....
*has satisfactorily completed the requirements of the
Part-Time Department of this school*

Date

City Supt. *Part-Time Director*

Principal *Coördinator*

CLASS RECORD CARD

M T W T F		8 9 10 11 12 1 2 3 4																								
Teacher		Name of Pupil or Subject																								
Names or Subjects	Hrs. and Days	First Mo.					Second Mo.					Third Mo.					Fourth Mo.					Fifth Mo.				
Summary	Term Hrs.	D	P	A	D	P	A	D	P	A	D	P	A	D	P	A	D	P	A	D	P	A	D	P	A	
D = Hours due. P = Hours present. A = Hours absent.																										

The card suggested may be used as a subject card. The name of the subject is placed at the top of column 1, followed by the names of the pupils enrolled for that subject. Column 2 is used to indicate the time when instruction begins in the subject. Columns 3, 4, 5, 6, and 7 are used to indicate attendance and absence each month and each week. It will be noticed that there are five columns under each month.

M T W T F		8 9 10 11 12 1 2 3 4																								
Names or Subjects		Teacher																								
Arithmetic	Hours and Days.	First Mo.					Second Mo.					Third Mo.					Fourth Mo.					Fifth Mo.				
		X	1	2	3	4	X	1	2	3	4	X	1	2	3	4	X	1	2	3	4	X	1	2	3	4
Dennis, John	M 8:30	1				a																				
Finn, Mary		1		a																						
Gaines, Jim		2	a	a																						
Hall, Susan																										
Knox, Harry		1				a																				
Smith, Robt.																										
West, Billie																										
Summary	Term Hours	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D	
		5	19																							
X-total absences for mo. A-hrs. absent. P-hrs. present. D-hrs. due.																										

The column marked X is used for recording the total absences during the month. The remaining four columns are used for the four weeks in each school month.

The card may be used also as a *Pupil's Subject Record Card* in which case each pupil will have a separate card on which will be recorded the subjects taken, the hours of each class and the pupil's absences. The spaces at the bottom are for recording total absences each month and for comparing the number of absences with perfect attendance in order to get the percentage of attendance.

A colored flag may be clipped to the top at the left to indicate the day of the week when the card is needed, and to the top at the right to indicate the hour or subject. This will facilitate finding the cards in the file when a large number is used.

M T W Th F		8 9 10 11 12 1 2 3 4																						
Names or Subjects		Teacher																						
Barr, John	Hours and Days	First Mo.				Second Mo.				Third Mo.				Fourth Mo.				Fifth Mo.						
		X	1	2	3	4	X	1	2	3	4	X	1	2	3	4	X	1	2	3	4			
Arithmetic	M 8:30	1	a																					
Citizenship	M 9:30	1	a																					
Shop	F 8-10	4	a		a																			
Summary	Term Hours	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D	A	P	D		
		6	10	6																				

X-total absences for mo. A-hrs. absent. P-hrs. present. D-hrs. due.

An *Absence Report* should be provided for convenience in reporting absences of part-time pupils in all schools in which part-time pupils receive instruction from more than one teacher. Any form on which absences are reported in the regular high school classes will serve the purpose. However, it is important that absences be reported at once to the director or teacher in charge of part-time pupils. The report should be made out and sent to the part-time department at the end of each class period. This will enable the director or coördinator to give immediate attention to many cases of absence which otherwise might not be acted upon until several days later.

A Summons to Appear in Court. It is sometimes necessary to summon parents or guardians before the Police Judge for failure to compel attendance upon part-time classes. A form similar to that suggested below has been used effectively in the city of Napa on the rare occasions when it has been found necessary to request a parent or guardian to tell the judge why the child is not in school.

SUMMONS TO APPEAR IN POLICE COURT

City of County of State of California.

..... You are hereby directed to appear before the Police Judge of the City of on the day of 19..... at the hour of o'clock P.M. thereon, then and there to show cause why a warrant should not be issued for your arrest for failing to comply with the law requiring parents and guardians to compel the attendance at school of children of school age. If you fail to appear at said time and place a warrant for your arrest will be duly issued. Dated this day of....., 19.....

.....
Attendance Officer.

The making of the annual report for the State Board of Education will be greatly facilitated by keeping a *Monthly Summary of Enrollment* like the one indicated below.

MONTHLY SUMMARY OF ENROLLMENT

Year: 1921-22 Months	Number of different persons entering classes each month			Withdrawals from p-t classes each mo.			Net enrollment at end of each mo.	Number of persons attending classes each month			Number attending more than four hrs. per week		
	B	G	T	B	G	T		B	G	T	B	G	T
First.....	24	8	32	.....	.....	.....	32	24	8	32	2	0	2
Second.....	9	4	45	.....	.....	.....	45	33	12	45	3	0	3
Third.....	0	1	46	.....	.....	.....	46	33	13	46	3	0	3
Fourth.....	3	1	50	3	1	4	46	34	12	46	3	2	5
Fifth.....	3	2	55	6	3	9	42	30	11	41	4	2	6
Sixth.....	1	0	56	2	1	3	42	29	9	38	8	4	12
Seventh.....	1	1	58	0	0	0	44	31	11	42	8	3	11
Eighth.....	0	0	58	0	2	2	42	27	12	39	1	0	1
Ninth.....	0	0	58	1	0	1	41	26	10	36	0	0	0
Tenth.....	0	0	58	0	0	0	41	26	11	37	.....	.....	.....
Totals.....	41	17	58	12	7	19	.....	.....	.....	.....	32	11	43

A form for a *Monthly Summary of Attendance* in various classes will also be valuable. The form below is suggested.

MONTHLY SUMMARY OF ATTENDANCE

(First Month)

Class	No. Enrolled	No. Days H. S. was maintained	Av. Per Cent of Attend.	Aggregate Hrs. of Attend. Due	Aggregate Hrs. of Attend.	Aggregate Days of Attend.	Average Daily Attend.
Citizenship.....	18	20	95.83	288	276	69.00	3.45
English.....	14	20	89.73	224	201	50.25	2.51
Machine Shop.....	*8	20	97.65	258	250	62.50	3.12
Cooking.....	*10	20	99.37	320	318	79.50	3.97
Elementary.....	4	20	100.00	64	64	16.00	.80
Arithmetic.....	8	20	96.87	128	124	31.00	1.55
Total for month....	80	120	96.32a	1,280	1,233	308.35a	2.56a

* Since these two classes meet for two hours each, instead of for one hour, they are counted twice so that the total (80) may be used for purposes of checking other figures in the total.

Other forms.—A number of other forms might be suggested as time-saving devices for the small school which has a limited amount of clerical assistance. Among the forms which would add to the efficiency of the department are a printed postal card notifying the prospective part-time pupil that he should enroll in the school on a given date, and printed postals for the parents and employers notifying them of a pupil's absence from part-time school. A card introducing a pupil who is being sent to apply for a position is used in all schools having a placement department. A coördinator's report of each visit, even in a small school, should be kept on file. Some schools use a form called *Request for New Permit* which has blanks for the new data required and which is filed with the first application for enrollment.

Form letters save the director a great deal of clerical work. A letter to employers announcing the opening of the employment bureau, a letter of transmittal to the employer accompanying the pupil's permit to work, and various other forms covering occasions frequent enough to make the form letter a real convenience should be mimeographed.

CONCLUSIONS

The organization and financing of the part-time school in the small community were discussed in some detail in Part One of this bulletin. The enrollment and attendance problems and the blanks and forms necessary for the efficient administration of the school have also been discussed and illustrated in detail. The other problems of the part-time school do not lend themselves to such detailed treatment. The instructional problems and the social problems which are of greatest importance in the conduct of the school can not be detailed without a knowledge of local conditions. Part-time education is, for each pupil enrolled, an individual problem and only the teacher with judgment and vision can find the solution.

Instances have been given showing how the social and instruction problems have been solved in a number of instances. The importance of these two phases of the work cannot be overestimated. The problems of organization, finance, enrollment, and administrative blanks are important only as they contribute to the efficient handling of the problem of serving the boys and girls concerned.

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PART-TIME EDUCATION SERIES, No. 14

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DIVISION OF
Vocational Education

OF THE
UNIVERSITY OF CALIFORNIA and of the STATE BOARD OF EDUCATION

**THE PART-TIME SCHOOL AND THE
PROBLEM CHILD**

An Investment in Social Insurance

BY

EMILY G. PALMER

IRVIN S. NOALL

BERKELEY, CALIFORNIA

APRIL, 1926

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SCHOOL AND COMMUNITY COÖPERATE FOR THE BEST INTERESTS OF YOUTH

PREFACE

This is one of a series of studies made through the Division of Vocational Education dealing with the special problems of part-time education. Some studies have dealt with the problems of vocational training for specific junior jobs, others have dealt with administrative problems, while still others have dealt with subject matter. This bulletin, although dealing somewhat with all these problems, emphasizes a phase of part-time education which has proved to be one of the most serious problems encountered by teachers and administrators, in this field—that of dealing with the problem child.

Irvin S. Noall, who is one of the authors, was at one time director of the part-time school in Ogden, Utah, was later Specialist in Part-time Education for the Federal Board for Vocational Education in Washington, D.C., and is now State Supervisor of Industrial Education in Utah. He has become acquainted with the special problems of part-time education in California through two surveys of three months each which he has made in this state for the Division of Vocational Education.

Emily G. Palmer, who has for six years been in charge of the Research and Service Center of the Division, is the special agent at the University for training the part-time-school teachers of the state, and has directed the various studies which have been made in part-time and vocational education for the Division.

This bulletin is intended for the general reader who may be interested in the newer movements in education, and for the use of teachers and administrators who are already engaged in part-time education or who are preparing to enter that field.

F. L. GRIFFEN,
Acting Director, Division of Vocational Education,
University of California.

FOREWORD

We are stockholders and workers in the biggest business in the country. This business represents an investment of nearly four billion dollars. It vitally affects the welfare of over one hundred million persons. On its payroll are over seven hundred thousand persons. What any community is today and what it will be depends upon how effectively we run this business. This vast enterprise has over 275,000 buildings in which are housed for training over twenty-two million young people. It has expenditures amounting to over one and a half billion dollars a year. This Big Business is public education. Upon it is founded all other businesses; for public education concerns itself with training those who become the nation's workers and citizens. Public education is the business which is intended to train young people so that they will successfully "find their places in life."

"Finding your place" in life means, briefly, making yourself marketable. Making young people marketable is emphatically the responsibility of the public schools. It is not, however, exclusively a school responsibility. It is a community responsibility; but the public schools must assume the leadership in establishing a community-wide public education program which will turn out a marketable product.

School administrators and teachers from the kindergarten through the high school, no matter what their duties may be, no matter what they may be teaching, should bear in mind always that their vital responsibility is to make young people marketable, for in so doing they are training boys and girls "to find their places in life" and are fitting them for successful living.

We must bear in mind that of all young people in schools now who are under eighteen years of age, 75 per cent will be at work by the time they are eighteen years old, and the majority of them will be working with their hands. It is for this large group that the part-time high school is urgently needed. This need is emphasized by the fact that every school day about ten thousand young people between the ages of fourteen and eighteen leave school unprepared for any specific vocation and join the ranks of the nation's workers. Not more than 10 per cent leave for financial reasons. Not more than 10 per cent of them develop into skilled workers. That means that more than nine

thousand boys and girls every school day are being permitted to drift into their life work. Approximately two million boys and girls annually are being permitted to *drift* into gainful employment.

It seems rather short-sighted that while "science is remaking the world" we are not yet as scientific as we ought to be in training our young people for useful employment and good citizenship. While common sense tells us that we need the expert services of architects for the construction of our buildings, of doctors to keep us physically fit, of lawyers to keep us out of legal entanglements—while we deem it necessary to get expert service in these and other cases, we too often fail to get expert service in helping young people to select suitable life careers and train them adequately for those careers. Although the problem of selecting suitable life careers for young people and training them adequately was recognized by Plato as long ago as twenty-three hundred years, and although we are living in an outstandingly scientific age, we are still permitting thousands of our young people to drift into their jobs. Plato said: "Society is stably organized when the individual is doing that which he can best do. It is the business of education to discover and train the aptitudes of each individual."

An effective part-time education program requires the coördination of school and community interests. More and more leaders in industry and leaders in education are realizing clearly that the interests of young people and their own interests can be served best by their joining hands and working out a satisfactory public education program. We have a concrete instance of industry and the public schools working harmoniously and effectively together in an organization recently effected in New York State, known as the Associated Industries. This organization represents the united efforts of twenty-five hundred industrial establishments. This coördination of efforts will have decidedly far-reaching results, and will have marked influence on part-time education.

Where part-time education is not making satisfactory progress, the fundamental reason is not that part-time education as a principle is wrong, but rather that the wrong administration of part-time education is the cause of the unsatisfactory results. You will find, for instance, that part-time education is making very satisfactory progress in every district where a special program is established which provides the following:

1. Individual counsel in social and vocational matters. Usually that means that at least one coördinator is doing effective work.

2. Vocational training related to definitely chosen vocations.
3. Citizenship training related to the students' employment experiences, and their community contacts.
4. Finally, placement and follow-up work.

We must make provision for an effective program of part-time education if we are going to talk sincerely about democracy in education and equality of educational opportunity, and if we are going to turn out a marketable school product for nonprofessional service which will compare favorably with the product turned out for professional service.

NICHOLAS RICCIARDI,
Commissioner of Vocational Education, State Department of Education.

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SECTION I

THE PROBLEM OF SCHOOL ELIMINATION

In the lives of the generation just entering young manhood and womanhood are seen reflected the influences incident to crowded city life, the lessening of home responsibilities, the professionalizing of entertainment, and the changing of standards of living, both economic and social. A study of these problems and their influence on the children attending our schools shows their solution to be basically educational in nature. Consequently, one by one they are being delegated to the public schools as the specific agency of society responsible for the training of its youth. The result is an unprecedented expansion in all directions of the school function and program.

The recent expansion of the school program.—The apparent aim of this ever expanding program is nothing short of both universal and comprehensive education.¹ Society has traveled a long and difficult road toward this goal. Along the path, as we look back, there have been many changes in the philosophy and method of public-school practice. Instead of education for the favored classes only, we are providing free educational opportunity for the masses. Instead of merely offering free educational opportunity, we are demanding full-time school attendance to the age of fourteen, or even sixteen in some states, with the completion of a four-year high school course as the general objective. Instead of a system of education of the narrow academic type, we are developing opportunities for wide election in social, cultural, and vocational fields. Instead of a system of education based on a mastery of subject matter and on formal training, we are evolving a new system, embodying life activities and problems as the basis of the curriculum. This expanding program is beginning to include opportunities for the mentally and physically handicapped, as in the case of the sub-normal, the blind, and the deaf; already it includes, in many cities, not only advisory service in health and nutritional problems, but also, in some cases, clinic service in corrective work, and dental and surgical care.

The numbers of pupils who leave school early.—With the enlarged program of the schools and their increased facilities for service, we

¹ LAPP, J. A., and MOTE, C. H. *Passing Education Around. In Learning to Earn.* Bobbs Merrill, 1915. Chapter 2.

are approaching more nearly the goal of a secondary school education for all. Those who now leave school before attaining this goal are, in the main, either pupils who are out because of economic necessity or pupils who are special problems not reached by the present program of the full-time school. Those found out of school are rapidly decreasing in numbers, which vary widely from state to state. Dewey, in his *Schools of Tomorrow*, mentions the fact that ten years ago it was customary in Cincinnati for three-fourths of the boys and girls to drop out of school on reaching the age of fourteen. Burdge in his study² of the New York State Military Training Commission's enrollment blanks of boys sixteen to eighteen years of age found that among the 264,000 boys of this age in the state about six out of every seven were out of school. Of the sixteen-year-old boys, 76 per cent were out of school; of the seventeen-year-old boys, 87.2 per cent were out; and of the eighteen-year-old boys, 93.5 per cent were out. This was in 1918.

According to the U. S. Census of 1920, in the country as a whole the following percentages of children of different age groups were out of school:

- 9.4 per cent of children 7 to 13 years of age,
- 20.1 per cent of children 14 to 15 years of age, and
- 57.1 per cent of youths 16 to 17 years of age.

In comparison with this we are inclined to think that figures in California, for example, would show a different story. In the Thirty-first Biennial Report of the California State Superintendent of Public Instruction (June, 1924), there were 153,000 boys and girls enrolled in the high schools of California, while at the same time there were 18,519 boys and girls of high-school age who had left the full-time schools and had enrolled in the part-time schools of thirty of the forty-eight counties of the state. As the part-time schools are not compulsory in the rural districts of the state, and as no city claims as yet to have a complete enrollment of pupils eligible to part-time instruction, full data on drop-outs in the state would probably more than double the figure given above. This is confirmed by figures obtained in the fall of 1924 from a survey made by a committee of the High School Principals' Association of which Morris E. Hurley was chairman. Replies from ninety high schools (all in cities having no junior high schools) showed that up to November, 1924, there were enrolled 22,914 ninth-grade pupils and 11,234 twelfth-grade pupils.

² BURGE, H. G. *Our Boys*. New York Military Training Commission, Albany, N. Y. (J. B. Lyon Co.), 1921, pp. 33-36.

There is an apparent loss of over 51 per cent from Freshman to Senior year, whereas the U. S. Census for 1920 shows only 6 per cent fewer persons eighteen than fourteen years of age. The other 45 per cent cannot all be accounted for through retardation and migration, or through attendance at private schools. While these figures show that the problem of school elimination in California in 1924 was not so great as it was in the nation as a whole in 1920, or in New York State in 1918, it is still a problem of serious proportions.

Reasons for leaving school.—The fact that such great numbers leave school before reaching the age of eighteen, notwithstanding the expanding program of the schools, has led to widespread interest in the causes of school mortality and to several significant studies.

In an investigation conducted in Massachusetts as early as 1906, which included a study of 3157 families, it appeared that financial necessity was not the chief cause of children's leaving school to go to work, as the parents in 66 per cent of the cases said the children could have continued in school and 76 per cent actually could have done so if financial ability were measured on the scale of a family income per person of more than \$2 per week, exclusive of rent, and on apparent conditions.³

The Ayres study of retardation and elimination⁴ in the schools in 1909 led to the conclusion that: "In reality it is probable that lack of success in school studies is the greatest single cause which impels pupils to drop out of school. . . . Until more satisfactory statistics are gathered and careful studies made we must content ourselves with the general statement that failure in school studies is frequently followed by dropping out of school as soon as the attendance law permits. This is shown by the fact that very few children repeat grades after passing the compulsory attendance period. Unless compelled to remain in school, pupils who fail drop out."

In an intensive study by the U. S. Department of Labor⁵ of 600 working children taken from two northern and two southern states great care was exercised to determine through data gathered from schools, homes, and places of employment the reasons for leaving school. The findings in this study showed that at least 60 per cent of

³ *Report of the Commission on Industrial and Technical Education*. Commonwealth of Massachusetts, 1906.

⁴ AYRES, LEONARD P. *Laggards in Our Schools: A study of Retardation and Elimination in City Systems*. New York: Russell Sage Foundation, 1909. p. 102 ff.

⁵ U. S. BUREAU OF LABOR. *Conditions Under Which Children Leave School to go to Work*. In *Report on Condition of Woman and Child Wage-earners in the United States*. 61st Congress, 2d Session, Senate Doc. no. 645, 1910. v. 7.

A similar study made in another section of the country, namely Urbana, Illinois, by Dr. C. E. Holley⁷ in 1915 showed, in the replies made by the children themselves, that opportunity and mere whim on the part of the children were the important factors in determining the lengths of their stay in school while economic pressure proved to be only a minor factor.

Hopkins made, in 1924, a much more intensive study of causes of school elimination through the investigation of 263 cases in Massachusetts.⁸ A summary of the replies of the boys and girls seemed to indicate that:

- 4 per cent were dismissed for disciplinary reasons,
- 6 per cent left school from economic necessity,
- 40 per cent left from a desire to go to work, and
- 50 per cent left because of inability to do the work required in the regular school.

All those who gave economic necessity as a reason were visited in their homes and the parents consulted. Hopkins states: "In every instance except one . . . it was the unanimous testimony that, had the children shown any desire to continue in school, they could have done so." But upon investigation of mentality and success in school, he found that only 20 per cent of the school drop-outs examined were correctly classified in school according to ability, some being retarded one year or more, and some being accelerated from one to three years. Some of these maladjusted pupils were attempting work much beyond their mental ability with consequent discouragement and dissatisfaction; while others, even when normal or above in mentality, were retarded, and from their own testimony and that of their teachers were found to have failed in their school work.

No such detailed study of causes of school elimination has yet been made in California, but supporting evidence of these conclusions as to the causes of early school elimination is found in a recent unpublished study made by Virginia Hubener in the San Francisco Part-time School in an examination of 600 cases of pupils who were attending compulsory part-time classes. She found, even in interpreting economic necessity rather broadly, that, according to their own statements, only 20 per cent left school because of financial stress while 38.6 per cent left for reasons connected with the school.

⁷ HOLLEY, C. E. *The Relationship between Persistence in School and Home Conditions*. The Fifteenth Yearbook of The National Society for the Study of Education, Part II, p. 84.

⁸ HOPKINS, L. T. *The Intelligence of Continuation School Children in Massachusetts*. Harvard Studies in Education, vol. 5, Harvard University Press, 1924. p. 96.

From these studies it appears that a rather small percentage of boys and girls the country over leave school from real economic necessity, while many leave from desire to go to work, and a few to learn a trade; but for the large majority we must look into the home and the school to find the true causes of elimination.

CHARACTERISTICS OF SCHOOL DROP-OUTS

Home conditions.—Studies which have been made of pupils who drop out of school show a high correlation between the length of the school period and the home conditions.⁹ The occupation of the father, the schooling of the parents, and the financial status of the family as shown by incomes and rent, the home culture as shown by the number of books and the number and quality of the magazines found in the home, and the type of clubs and organizations with which the father was affiliated, all are indications of the probable length of time a pupil will remain in school. In general, Holley found that the parents of the pupils who leave school early have less education than the parents of the children who complete the high-school course, that the parents of the school-leaving group were more largely employed in industrial occupations, received less income, paid less rent, or at least lived in less desirable houses, took fewer and less desirable magazines, had fewer books, and were affiliated with different types of clubs and other organizations.

The inference here is borne out by the testimony of teachers of part-time or continuation-school pupils to the effect that the pupils who leave school early come from homes with lower standards of living and a narrower outlook on life, and are, therefore, the children who most need the influence of the school.

Mentality.—That there is a direct relationship between mentality and school expectancy is readily admitted. Dr. Helen T. Woolley, when in Cincinnati, made one of the earliest comparative studies of school and working children. She reported that "The group of children which drops out of school at fourteen is mentally inferior to the group which remains in school. The judgment of the school, expressed in the great retardation of the working group, is confirmed by the tests, and tests form a method of measurement sufficiently different from school work to make their results an important piece

⁹ HOLLEY, C. E. *The Relationship between Persistence in School and Home Conditions*. Fifteenth Yearbook of the National Society for the Study of Education, Part II. Public School Publishing Company, Bloomington, Illinois, 1919.

of additional evidence."¹⁰ Counts found, in a study¹¹ in Bridgeport, Connecticut, that the pupils who remain in high school are selected on a psychological as well as a sociological basis, that is, that the pupils eliminated from high school were generally those of lower mentality. Keller¹² states that continuation-school pupils in New York who have not completed the eighth grade have an average physical age of sixteen, but an average mental age of only eleven years and three months. From a sample group of 153 boys, the intelligence quotients, according to the National intelligence tests, ranged from 38.8 to 114.1. In contrast with these findings for the non-graduate pupils who leave school as soon as the law allows, are the scores of 688 continuation-school students who completed the eighth grade, but left high school after one or two years of instruction. Here the range of scores, by the same tests, was from 58 to 197 with approximately one-half above 120.

According to Hopkins' study just quoted, the intelligence tests of the continuation-school pupils examined in Massachusetts showed about the same range of scores as those of the regular-school pupils of the same age, namely, fourteen and fifteen years; but the median score was 35 or 36 points lower (Dearborn tests). The continuation-school group also showed a median mental age lower by about two years six months, and a median I Q lower by about 17 points than that of the regular-school pupils of the same age.

From the few comparative studies which have been made, the indications are that in the out-of-school group those of mediocre or of low mentality will be found in decidedly larger proportions than in the group remaining in school. The studies show also that in so wide a range there are to be found a considerable number of youths of high mentality who leave school because of economic need or because of unwillingness to subscribe to the requirements of the school practice or curriculum.

Age and previous schooling.—The school laws of the states vary greatly in the amount of schooling required of pupils. In some states attendance is required to a minimum age of fourteen or fifteen years; in California, and a number of other states, the sixteenth year ends the period of compulsory full-time-school attendance. At this age the pupil may be found in any grade from the third to the twelfth.

¹⁰ WOOLLEY, DR. HELEN T. The Issuing of Working Permits and its Bearing on Other School Problems. In *School and Society*, v. 1, no. 21, May 22, 1915. p. 732.

¹¹ COUNTS, G. S. *The Selective Character of American Secondary Education*. Supplementary Educational Monographs, no. 19. University of Chicago, 1922.

¹² KELLER, F. J. *Day Schools for Young Workers*. Century, 1924. pp. 94-95.

The tendency for children to drop out of school soon after they reach the legal age is well known. Mrs. Woodbury's study in Massachusetts showed that a larger proportion of children took out employment certificates within the first six months after they became of legal age to work than during any other six-month period.¹³ Last year 49 per cent of the pupils in California part-time schools were sixteen years of age. This is a fairly constant proportion from year to year, so it seems fair to estimate that probably 80 per cent of the pupils in these schools at any one time obtained their working permits at the age of sixteen. The Biennial Survey of Education in the United States shows that out of every 1000 children in school at the age of thirteen, there are only 662 in school at the age of fifteen and only 261 at the age of seventeen.¹⁴

In California, reports in the office of the State Director of Vocational Education show the range of previous schooling of pupils enrolled in the standard part-time schools of the state during the school year 1924-25 to be from the third grade to the twelfth with

4117 or 20.6 per cent having less than eighth-grade schooling.

6173 or 30.9 per cent having just completed the eighth grade,

5660 or 28.3 per cent having just completed the ninth grade,

2818 or 14.1 per cent having just completed the tenth grade, and

1186 or 5.8 per cent having completed the eleventh grade or more.

The percentages in these various groups in California vary considerably from year to year with the exception of the first group which remains at approximately 20 per cent. It is probably true in other states also where the compulsory school attendance period ends at the sixteenth year that one-fifth of the pupils who leave school have completed the seventh grade or less, and about half of them have not completed the elementary-school course.

Occupations entered.—As has been pointed out, so many pupils leave school between the ages of fourteen and eighteen with an educational equipment of only seventh, eighth, or ninth grade or less, they consequently have no specific training for self-support, and must enter such jobs as are open to young workers who are untrained. Out of 3500 juvenile workers mentioned in the 1924 Annual Report of the Los Angeles Part-time School, about 3000 were employed. Only a few were in jobs requiring any preliminary training. About 1400 were in miscellaneous commercial occupations, 1200 in industrial work, and 160 in domestic service. Only 147 were in semi-professional

¹³ WOODBURY, HELEN S. *The Working Children of Boston*. U. S. Children's Bureau, Pub. no. 89, 1922. p. 15.

¹⁴ *Statistical Survey of Education, 1921-22*. U. S. Bureau of Education, Bulletin 1924, no. 38. p. 17.

work or in definite apprenticeships—75 in the former, and 72 in the latter group.

In a study of the occupations of young workers in Detroit it was found, according to the reports of over 400 boys and over 350 girls, that the jobs in which they were employed required from one hour to over one year to learn well enough to "get by," with the median at one week for both boys and girls. Of the boys 78 per cent, and of the girls 91 per cent estimated the learning time of their jobs to be between one day and one month.¹⁵

In a study of the occupations of 2360 wage-earning girls in California,¹⁶ made in the fall of 1925, the following findings were obtained:

OCCUPATIONS OF WAGE-EARNING GIRLS ATTENDING THE PART-TIME SCHOOLS OF SIX CITIES OF CALIFORNIA WITH THE NUMBER AND PER CENT EMPLOYED IN EACH

Occupations	Numbers		Per cent	
Total.....		2360		100
Personal and domestic service occupations.....		374		15.8
Personal service other than in home.....	117		5.0	
House and home work.....	257		10.8	
Factory and mechanical occupations in.....		786		33.3
Candy factory.....	35		1.5	
Cannery.....	215		9.1	
Cigar factory.....	12		.5	
Clothing factory and other needle trades....	125		5.3	
Laundry.....	57		2.4	
Metal factory.....	44		1.9	
Paper factory.....	13		.5	
Textile mill.....	67		2.9	
Other factory.....	218		9.2	
Commercial occupations and telephone operating.....		984		41.7
Errand and messenger work.....	119		5.0	
Office work.....	288		12.0	
Selling.....	230		9.8	
Stock work.....	42		1.9	
Other commercial work.....	87		3.8	
Telephone operating.....	218		9.2	
All other occupations.....		216		9.2

¹⁵ CROCKETT, A. C., and CLOW, JENNIE M. *Occupations of Junior Workers in Detroit*. University of Michigan, School of Education, Vocational Education Department. Special Studies no. 1. 1923.

¹⁶ JAMES, ELEANOR. *A Program of Vocational Guidance and Education for Wage-earning Girls: Including a Study of the Occupations of Wage-earning Girls Attending the Part-time Schools of Six Cities of California*. Thesis on file in manuscript at University of California library. 1925.

Miss James makes the estimate from this study that at least two-thirds of the girls are doing work requiring little skill.

Low initial entrance requirements for a job mean low pay, and as soon as a higher wage is demanded, another group of younger workers will be ready to take these positions at the lower rate, leaving the group to find new opportunities for employment for which they are still unprepared except as to age unless some training has been received after leaving full-time school.

Instability.—Junior workers not only find placement in unskilled occupations which offer a minimum of value in training or experience, but also show surprising instability in their work. In this regard Robert M. Woodbury,¹⁷ in his study of 7,147 child workers in Connecticut reports the following facts concerning 2,476 of them who had work histories of from 21 to 24 months:

- 34.4 per cent held their first position less than 3 months, and half of these less than 1 month,
- 13.2 per cent held their first position 3 months and less than 6 months,
- 7.6 per cent held their first position 6 months and less than 9 months,
- 5.5 per cent held their first position 9 months and less than 12 months,
- 4.2 per cent held their first position 12 months and less than 15 months,
- 2.6 per cent held their first position 15 months and less than 18 months,
- 1.8 per cent held their first position 18 months and less than 21 months,
- 29.6 per cent held their first position 21 months or more,
- 1.2 per cent were not reported.

“The number of positions held by any one child ranged from 1 to 15 In all, 21 children had each held 10 or more positions; 965 had each held 4 or more positions Since the records give no information as to wages or reason for leaving positions, it is impossible to tell how much of the shifting is desirable and how much undesirable.”

This shifting from one job to another naturally causes periods of idleness among the workers. A study in Waltham, Massachusetts during the war period when many children were at work, showed that out of 168 young workers 14 to 16 years of age over 13 per cent were neither at work nor in school when interviewed.¹⁸

¹⁷ WOODBURY, R. M. *Industrial Instability of Child Workers: A study of Employment-Certificate Records in Connecticut*. U. S. Children's Bureau Publication no. 74. 1920. pp. 18-22.

¹⁸ ABELS, MARGARET H. *From School to Work*. U. S. Children's Bureau, 1917.

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¹⁸ ABELS, MARGARET H. *From School to Work*. U. S. Children's Bureau, 1917.

A more recent study made by Mary S. Carpenter,¹⁹ under the direction of Professor Cleo Murtland of the University of Michigan, shows that out of 181 employed girls who had passed through special classes provided for subnormal children in Detroit, over three-fourths of them, at the time the study was made (1925), had held 589 different jobs in a period of about five years. The greatest number of jobs had been held two weeks or less, 150 jobs falling in this class, with 101 jobs more held from two weeks to a month, and 495 jobs held six months or less. One girl held 25 jobs covering a period of less than three years.

These two reports of turnover indicate that both the normal and the subnormal groups of youths who leave school early to find work lack direction in finding employment for which they are suited and guidance to save them from becoming drifters and eventually unemployable.

Delinquency.—Failure and dissatisfaction in school, termination of school associations with their many controls, a new work experience with some measure of economic independence, together with periods of unemployment and consequent idle time, all contribute to social instability and may be expected to affect the problem of juvenile delinquency. An indication of the proportion of delinquency likely to be found under those conditions is contained in the report of one attendance officer who found that 81 per cent of the juvenile-court cases in his district were among the 5 per cent of the school population who were out of school. Thurston,²⁰ in the Cleveland Survey, gives facts to show the effect of idleness and loafing on the youth, indicating that undirected spare time was an important factor in the delinquencies of three out of four cases.

A study of nearly five thousand cases of delinquency of children sixteen years of age or younger, which came before the courts in certain cities during the year 1907-8, is contained in the very comprehensive survey "Report on Conditions of Woman and Child Wage-earners in the United States," authorized by the U. S. Senate and made by the U. S. Bureau of Labor. All the cases appearing in the records of the juvenile court and of certain reformatory institutions in Indianapolis, Baltimore, Boston, Newark, Philadelphia, Pittsburgh and the cases of paroled children in certain sections of

¹⁹ CARPENTER, MARY S. *A Study of the Occupations of 207 Subnormal Girls After Leaving School.* University of Michigan, School of Education, Vocational Education Department, Special Studies no. 2. 1925.

²⁰ THURSTON, H. W. *Delinquency and Spare Time.* Survey Committee of the Cleveland Foundation, 1918.

New York City for the year indicated were studied. Unfortunately data along similar lines were lacking for comparison with the non-delinquent children of the same cities, but some significant facts regarding juvenile delinquency were brought out. Out of the 4,839 cases of delinquency studied, nearly two-thirds were working children, including those temporarily unemployed, and one-third were children not working and in school with few exceptions.²¹ When these figures are compared with the total numbers in the working and school groups it is seen that the number of delinquents coming from the working group is relatively much larger. "The largest number of delinquent boys were found in those occupations or industries in which the nature of the employment does not permit of supervision," says the report.²² Two-fifths of the boys were either news or errand boys; over half the girls were in domestic service. Larceny stands out as the chief offense among boys, whatever the occupation.²³ Employment for *young* boys and girls seems to contribute in some measure to the development of habitual offenders, since 55.8 per cent of the working delinquents under sixteen years of age become repeaters in the court records, while only 39.1 per cent of the delinquents in school were in this class. The children who went to work between the ages of twelve and fourteen years were the group developing the largest proportion (65.6 per cent) of recidivists.²⁴ This report brings out more clearly than is perhaps generally realized the need for the direction and guidance of boys and girls who are leaving home and school to go into a new environment with new liberties and new temptations.

SIGNIFICANCE OF THESE FACTS

According to the data available, most boys and girls who leave school early do not do so because of economic necessity and are not, for that reason, deprived of educational opportunity. They are, for the most part, boys and girls who do not wish to avail themselves of such educational opportunities as are offered or else they are unable mentally or socially to take advantage of them. Probably not over ten per cent of this group of youths are eager for more instruction of the kind from which they have just voluntarily withdrawn.

²¹ U. S. Bureau of Labor. *Juvenile Delinquency and its Relation to Employment. In Report on Conditions of Woman and Child Wage-earners in the United States.* 61st Congress, 2d Session, Senate Document no. 645, 1911. v. 8, p. 39.

²² *Idem.* p. 69.

²³ *Idem.* p. 70.

²⁴ *Idem.* p. 42.

Educational significance.—It is evident that the holding power of the school is still inadequate and that if a greater number of pupils is to be kept in school, adaptation must be made in the school program to meet the interests and needs of these young people. Otherwise we may expect a continuation of the present process of elimination with its attendant hazards before children receive the education considered basic to intelligent social and civic participation in the life of the community. The probability that these youths will receive further education through evening or other school agencies is small, indeed, while the educational values of the juvenile jobs in which they find employment are at the lower end of the scale.

Economic significance.—On the other hand, the fact that the termination of school for the great majority of California children occurs below the ninth grade, and for the country as a whole about two grades lower, gives evidence that preparation for employment is at a minimum. What is true of preliminary training is also true of preparation for advancement, so that it is not surprising to find that boys and girls, when without advice or guidance, drift from job to job; and that the itinerant juvenile worker becomes the unskilled adult worker who is intermittently employed and who consequently must remain on a low economic level.

Social significance.—Low economic status and inadequate educational background are generally conceded as factors contributing to low social standards. According to James A. Johnson, formerly warden of San Quentin Prison, "Indolence, ignorance, and ill health . . . are the chief causes of boys slipping from the normal, law-abiding life into the ways of the criminal." Also it has been estimated that 75 per cent of the persons found in prisons today are unable to earn a living save by the most rudimentary forms of labor.

The whole cost of ignorance and of the lack of vocational fitness is impossible to measure, but we do know some facts about the cost to society of some of its misfits. A twelve-months' survey of the New York State prisons was begun in 1919, and the report appearing a year later over the names of some of the best known educators in the country shows an educational chart of 1925 prisoners with over 50 per cent having less than a sixth-grade education and only 12.3 per cent having more than an eighth-grade education.²⁵ Such figures show the results of some of our unsolved problems in education.

²⁵ STATE OF NEW YORK. *Report of the Prison Survey Committee.* 1920.

The economic waste resulting not only from the crimes themselves, but from the court procedure, the idle time of this unproductive group who are under lock and key, and from the upkeep of penal institutions throughout this country is estimated at \$10,000,000,000 annually, which is about one-sixth of our annual national income,²⁶ and about ten times the annual cost of education.²⁷ In one way or another society pays the bill.

Appalling as such figures seem, no one would suggest that the other losses to society in disappointment, degradation, broken homes, and moral degeneration are any less than the loss in dollars. Education is the remedy suggested in both the Prison Survey and the article just quoted, not merely compulsory education, but the special education needed.

The results of our failure to find the right type of education are found in our penal and corrective institutions, and in uncounted losses through misguided lives, dependence, and incompetency. Such problems must be considered a social responsibility and the solution found in a new type of educational service. An agency is required which can discover individual interests and needs through case studies and, on the basis of these findings, prescribe special programs of study and activities. It must find employment for youths who need it and give training to supplement the employment, and correct the mistakes which appear. Its program must be sufficiently elastic to absorb idle time and take care of those who can attend school on a full-time basis for only part of the year. It must discover discouragement and failure and be sufficiently resourceful to correct maladjustment with school or society. It must stimulate ambition and build up ideals. It should lead many youths to return to the full-time school for further education. Finally, while its spirit is one of helpfulness and service, if it is to reach the great majority who should be served, it must be supported by compulsory attendance which should continue at least until the child is well established in an occupation that has some promise of a future.

²⁶ Our Biggest Tax—The Cost of Crime. (Review of an article by E. H. Smith in *Business*, [1924]?) In *Literary Digest*, v. 82, July 5, 1924. pp. 34-35.

²⁷ DU BOIS, FLORENCE, and BONNER, R. H. *Statistics of State School Systems, 1919-20*. U. S. Bureau of Education, Bulletin, 1922, no. 29. p. 42.

ATTEMPTS TO SOLVE THE PROBLEM

Various agencies have been working on many of these problems of adjustment with some measure of success. The parental school²⁸ and the "junior republic"²⁹ have made contributions toward the solution of the problem of delinquency through removing a limited number of youths from an adverse environment and by building up controls through self-government and self-activity. Modern probation practice also tends to build up these controls without institutional custody, by placing the child on his own responsibility and by maintaining his contact with those who are interested in his welfare.³⁰

The enrichment of the school program including opportunities for vocational education and greater freedom in choice of subjects, the classification of groups of atypical pupils according to capacity, and the planning of special programs have all pointed the way toward the reduction of misfits in the school organization and toward a consequent reduction of school elimination. A program of guidance and of increased school activities has also contributed toward these ends.

In recent years an effort has been made to provide day classes of from four to eight hours a week to extend educational opportunity to those who have dropped out of school to enter employment. These classes have opened up opportunities for vocational training especially along the lines of occupational extension work, or they have become general continuation schools with the purpose of improving the civic and general information of the pupils.

The coördination of school and job in these classes for young workers has proved to be a most effective method of education. In certain respects, however, this is only an adaptation of a practice that has long been found successful with other groups. The technical training of nurses, librarians, teachers, engineers, and to some extent doctors and lawyers, is accomplished by this method of education, with part time on the job gaining experience and part time in study of theory and fundamental principles. When theory explains practice

²⁸ HIATT, J. H. *The Truant Problem and the Parental School*. U. S. Bureau of Education, Bulletin no. 29. 1915.

ABBOTT, E. A., and BRECKINRIDGE, S. P. *The Parental School*. In *Truancy and Non-attendance in the Chicago Schools*. University of Chicago Press, 1917, Chapter 11, pp. 165-176.

²⁹ GEORGE, W. R., and STOWE, L. B. *Citizens Made and Remade*. Houghton Mifflin, 1912.

³⁰ VAN WATERS, MIRIAM. *Youth in Conflict*. Republic Publishing Company, 1925. pp. 171-172.

and practice exemplifies theory, no better method of instruction can be found. Such a method of education, especially when applied to a group of young workers 14 to 18 years of age, is called Part-time Education. Through part-time education thousands of young workers are being trained for efficient employment both in United States and in a number of European countries.³¹ All the states of this country have legalized these schools and twenty-six states have made special provision for them by law. To date these schools are reaching between 250,000 and 300,000 boys and girls 14 to 18 years of age³² out of approximately 3,000,000 of this age who have left school.

³¹ *Part-time and Continuation Schools Abroad*. University of California, Division of Vocational Education, Bulletin no. 6. 1921.

WATERFALL, EDITH A. *The Day Continuation School in England*. Geo. Allen and Unwin, London, 1923.

³² Federal Board for Vocational Education. *Ninth Annual Report to Congress*. 1925. p. 145.

SECTION II

THE EXPANDED PART-TIME SCHOOL AS A SOLUTION OF THE PROBLEM

Nature of the problem.—In the states in which part-time education has been made compulsory and in which an attempt has been made to bring into such classes all the boys and girls who have dropped out of full-time school, it has been found that they do not seem to be a true cross-section of all youths between the ages of 14 and 18 years, but have special problems such as were indicated in an earlier section. From the available studies of the pupils in the part-time schools as well as from the testimony of school authorities it appears that the part-time schools contain not only young workers who need some special training for their work and for their responsibilities as citizens, but also youths who are working in jobs for which they are unsuited, youths who are not employed, and even youths who do not show any ambition to share in the world's work. There are to be found in the part-time school pupils who were previously the most serious problems in the full-time school, cases of maladjustment, physical, mental, or social, which the full-time school was not equipped to handle. This accumulation of problem children becomes the responsibility of the part-time school merely because these children are numbered among the young workers and belong to the age group for whom the part-time schools were designed. They vary from the third or fourth to the twelfth grade in school accomplishment, and their physical development shows an equally wide range, while their ages are from 14 to 18 years. The reasons for leaving school differ widely, with sheer economic need on the one extreme and positive dislike of school or inability to do the required school work on the other. Even the vocational interests of the pupils have little in common, representing, as they do, every kind of occupation in which persons under 18 may secure employment. So it is becoming more and more evident that the part-time or continuation school is the department in which every type of adolescent problem encountered in the entire public school system, or even in society at large, is presented for solution. School authorities, therefore, are not justified in attempting to continue part-time education as merely a four-hour-a-week extension of educational opportunity for those who must leave school to go to work, nor are they justified in neglecting the solution of the numerous problems of maladjustment found among the group who

must attend these classes. Until other agencies working along these lines have removed all the problems of maladjustment, the part-time school must continue to attempt to solve such problems with the assistance of any agencies which are available.

The type of service needed.—The variety of problems found in even a small part-time school is surprisingly large, so large in fact that it is too much to expect one teacher to solve them all unaided. Coöperation with other agencies working with similar cases must be arranged, and the use of the best methods discovered for dealing with such problems must be adopted. For example, the part-time school should make use of the activity and self-government methods of the junior republic.³³ It may be an agency for guardianship during probation from juvenile court and, in coöperation with the court, handle many cases without the usual court procedure. It should provide a wide variety of vocational training through coöperative classes, thus making use of the occupational facilities of the community. It might also take over the misfits from the high school and certain over-age pupils in the upper elementary grades who are not special problems of low mentality, thus relieving these schools of pupils who hinder the regular work and who need more suitable opportunities for training. It should especially bring from the full-time schools that group of students for whom a work experience plus a continued school contact will offer a better life preparation than full-time-school training can offer them. Finally, it should fulfill the functions of the "visiting teacher"³⁴ and expand them to include the coördination of the interests of home, school, and employment.

If the part-time department is looked upon as an agency consolidating all these activities, it should be given every opportunity to accomplish the task imposed. Clearly such a program of part-time education should be undertaken in the spirit of experimentation and research as well as in the spirit of service. It must, therefore, be under the direction of capable persons who are selected because specially qualified to carry on the experiment and make valid deductions, or it should not be undertaken at all.

³³ GEORGE, W. R., and STOWE, L. B. *Citizens Made and Remade*. Houghton Mifflin, 1912.

³⁴ National Association of Visiting Teachers and Home and School Visitors. *The Visiting Teacher in United States*. Public Education Association of the City of New York, 1923.

ABBOTT, E. A., and BRECKINRIDGE, S. P. *The Visiting Teacher as a Remedy for Truancy and Non-attendance*. In *Truancy and Non-attendance in the Chicago Schools*. University of Chicago Press, 1917. Chapter 16, pp. 226-244.

OPPENHEIMER, JULIUS J. *The Visiting Teacher Movement with Special Reference to Administrative Relationships*. Public Education Association of the City of New York, 1924.

SECTION III

PRINCIPLES GOVERNING THE SOLUTION OF THE PROBLEM

In undertaking so comprehensive a program as that just suggested for the part-time school it is important that a general set of principles should be set up to govern the establishment of the program. To this end, the following principles are proposed :

1. Every effort consistent with good school administration and sound social principles should be made within the school system to prevent maladjustment and consequent school elimination.
2. For those who must become wage earners through economic necessity and for those for whom the full-time school cannot provide the best life preparation, there should be transfer, without loss of time, to employment and continued part-time school attendance.
3. The organization and administration of the part-time department and the program of work offered should be based upon an analysis of the peculiar problems and responsibilities met and not upon school tradition.

PREVENTION OF SCHOOL MORTALITY

The development of a part-time department should be based on the assumption that the school authorities are making every effort to care for the needs of a maximum number of pupils through the services of the regular school. This implies, first, the adaptation of the regular school program to individual interests, limitations, and capabilities in order to provide the variety of opportunities needed; and, second, the establishment of a system of child accounting and attendance enforcement which will insure the opportunity for education to every child in the district.

Adaptations within the school.—Already adaptations to this end are being made by various schools. The movement for reclassification of pupils so that each may be placed in the group where he has some

promise of success is making headway.³⁵ The present nation-wide interest in the revision of the curriculum³⁶ for the entire school system expresses a determination of leaders in education to adapt the instruction to the life activities and interests of the people. Case studies of problem pupils are leading to opportunity and observation classes. The visiting teacher, the health nurse, the school research department and the school counselor are making important contributions to this problem through discovering symptoms of maladjustment and correcting them before they reach serious proportions.

A child-accounting system.—After the school has made all the adaptations of program consistent with good administration, the opportunities offered must be secured to the children of the district by a complete system of child accounting and strict attendance enforcement. Such a system should follow the child from the time he first enters school until he has passed the compulsory school age. It should show his whereabouts through the entire school year, whether in public or private schools, and whether enrolled in full-time school, or excused to work and attend on a part-time basis. Many losses occur through a poor transfer system.³⁷ If a child moves, his record should follow him if possible, or if he is exempted for sickness or other legitimate cause such facts should be properly recorded.

Undoubtedly, an annual school census taken by a door-to-door count, just after the beginning of the school term, is the best system for keeping up to date the list of all children in the district. Against this, census enrollments of the year can be checked during the first week of school, thus showing those still out who are yet to be accounted for.³⁸ In addition to the census list, a continuing record should be kept showing additions as children become of age to enter school for the first time, or are discovered after moving in from other districts. Requests for employment certificates, reports of other pupils or of parents, and the regular inquiries and contacts of school and attendance authorities will assist in keeping the record complete.

³⁵ IRWIN ELIZABETH A., and MARKS, L. A. *Fitting the School to the Child: An Experiment in Public Education.* Macmillan, 1924.

³⁶ N. E. A. RESEARCH DIVISION. *Keeping Pace with the Advancing Curriculum.* Research Bulletin, v. 3, nos. 4 and 5. 1925.

³⁷ ABBOTT, E. A., and BRECKINRIDGE, S. P. The Transfer System as a Factor in Non-attendance. In *Truancy and Non-attendance in the Chicago Schools.* University of Chicago Press, 1917. Chapter 7, pp. 101-113.

³⁸ Michigan State Teachers' Association, Committee on Uniform Child Accounting and Unit Costs. *A State System of Uniform Child Accounting.* Association Bulletin no. 3. May, 1924.

During later years, as a child approaches the end of the period of required attendance and begins to have earning power it is not uncommon for school authorities to find attempts made to falsify ages to evade the school requirements. It often happens that these evasions and false representations can be checked only if a continuing school record has been kept, dating back several years to such a time as the record can be assumed to be free from misrepresentation.

Enforcement of attendance.—It goes without saying that someone must be made definitely responsible for seeing that all children of school age are enrolled during the first week of school and that the enforcement of attendance should not only be systematic and thorough, but should also go further and strike at the root of the causes of irregular attendance and school mortality.³⁹ The school should go back of the excuses given, to the more remote causes underlying them. Many serious maladies if recognized in their incipient stages can be checked. For example, needless irregularities of attendance, frequent transfers, and late enrolments are often indications of bad habits, lack of interest, distractions, unfavorable home conditions, or bad associates.⁴⁰

Repeated irregularities of attendance, on the other hand, lead to failure, estrangement from teachers, dislike of school, and eventually to withdrawal from school. The problem of winning the child back to full-time or to even part-time attendance is then a difficult one, and is likely to be accomplished only with considerable compulsion, at least until the adverse conditions are corrected and the attitude of the child is changed. It is, therefore, evident that one of the functions to be developed in every attendance department is the diagnosis of the causes of school mortality and the study of the indications of adjustments needed in the school program.

THE WIDER PROGRAM OF THE PART-TIME SCHOOL

Experience has shown that when the full-time school has made all the adaptations practicable, even including the correction of adverse environmental influences, there still remains a marginal group whose needs are not served by the regular school.

³⁹ ABBOTT, E. A., and BRECKINRIDGE, S. P. Non-attendance at the source. In *Truancy and Non-attendance in the Chicago Schools*. University of Chicago Press, 1917. Chapter 9, pp. 128-147.

⁴⁰ IRWIN, ELIZABETH A. *Truancy: A Study of the Mental, Physical, and Social Factors of the Problem of Non-attendance at School*. Public Education Association of the City of New York, 1915.

The pupils to be served.—Some pupils, because of economic necessity, will find it impossible to remain longer in the full-time school. Some will insist upon attaining a measure of economic independence or upon an opportunity to learn a trade for which training cannot be given in the school. Still others will fail to find interest in their regular studies regardless of the efforts of the school to hold them. For these students the school must offer a new and different opportunity for progress. This will be realized, in most cases, through supervised employment and continued school contact through part-time attendance.

Guidance and placement service.—Most of the boys and girls who leave school do so without previous specific occupational training which can be used to advantage in employment. It therefore falls to their lot to take such jobs as call for a minimum of training. Unfortunately such jobs are of short duration and are likely to offer little, if any, opportunity for advancement.

Even though this be true, such jobs possess certain values in experience which should be capitalized for the benefit of the young worker. To report on time and be regular in attendance, to cooperate with other workers, to be thorough in one's work, to apply one's self diligently, to do one's share, to be loyal to an organization, and to obey the rules are habits which will be of value in any occupation, while failure in these habits is a chief cause of dissatisfaction and turnover among junior workers. Since the cultivation of these habits depends upon the cultivation of right attitudes it is the responsibility of the part-time school to ascertain the problems being met, the needs for instruction and training, the opportunities for advancement, and the causes of dissatisfaction on the part of employers; and to help the child see his true relationships and responsibilities as a worker.

For this reason many schools have felt the necessity of establishing a placement bureau to find suitable employment for those leaving school,⁴¹ to find and correct the causes of dissatisfaction in employment, and to assure to youths opportunities for guidance in their employment relations and such training leading to advancement as can be given to advantage.

The placement service should be extended to those in full-time school to help them find employment for certain hours of the day, thus permitting them to continue either regular or special schooling when economic necessity requires only partial self-support. Also,

⁴¹ *Vocational Guidance and Junior Placement.* U. S. Department of Labor, Children's Bureau Publication no. 149, and Employment Service Publication A, 1925.

certain jobs might be divided among several persons while they continue in regular classes. This arrangement has the advantage of providing a desirable supplement to the school experience not only because it teaches the value of time and money but because it affords a knowledge of the requirements of employment. Also, idleness and unemployment among those who have left school may be reduced through a competent placement service by directing youths to opportunities for training in fields in which there is a demand for skilled workers.

Recent surveys and observations in certain California cities show that there is much unemployment among junior workers, due largely to the seasonal nature of their occupations. This means that there is time available for concentrated periods of training which may be used in anticipation of later placement. In the placement program, overtures to employers must be made by the school because few employers have been accustomed to giving or to receiving help from the school or to analyzing their needs in terms of placement and training. The placement director must, therefore, be a person experienced in the processes of business and industry, who appreciates the problems involved and can analyze them for possibilities of placement and for instructional content.

Under the direction of a person experienced in the technique of placement and in the problems of industry, little difficulty should be encountered in securing the coöperation of employers. Frequently this can best be initiated through seeking the coöperation of organizations of business men and women who are interested in the welfare of young workers. Through a longer acquaintance with each pupil and through access to past records, the school should be able to justify this coöperation by a better selection of junior help than the employer can hope to make. For the same reason the school should be able to reduce unemployment and labor turnover, which are recognized as causes of both social and economic loss. Good service will build up a reputation for such a bureau, and employers will come to depend upon the school alone for all their junior help. Pupils will then learn to see that their interests are best served by maintaining contact with the school and will look to the school not only for placement but also for guidance and training.

Training for new occupations.—Sooner or later any youth who has capacity for advancement must be prepared for an occupation demanding more training than is likely to be required in his initial job. Here again the school has an opportunity to render service by

helping the youth discover his field of interest and obtain necessary training preliminary to entering this field. Coöperative relationships between the school and employers will reveal needs for training and possibilities for advancement which cannot be realized in any other way. They will also make accessible to the school the training facilities of industry by which definite agreements between school and employers might be arranged to insure to the learner a well-rounded experience and supplementary training. The development of part-time schools in industrial establishments in New York and other states and the apprenticeship agreements in the building trades are illustrations of the possibilities of this coöperation between school and employers for the training of youths.⁴²

In the recent study of outstanding tendencies in industrial and part-time education programs of a large number of cities, Edgerton calls attention to the fact that there is now a changing emphasis in the all-day industrial courses in vocational and senior high schools toward the part-time coöperative plan of training. While the enrollment in all-day industrial classes increased from 1921 to 1922 only 26 per cent in the 143 cities studied, the evening-school enrollments increased 67 per cent and the part-time-school enrollments 74 per cent. The 143 cities were in 29 different states, so it appears that this movement toward part-time training for industrial pursuits is growing in favor.⁴³

The opportunities for training through the vestibule school and apprenticeship agreements could be greatly extended to the advantage of both employers and employees alike. Such preemployment job

⁴² *Apprentice Education*. Federal Board for Vocational Education, Bulletin no. 87. 1923.

Apprentice Education in the Construction Industry. F. B. V. E., Bulletin no. 92. 1924.

Organization and Administration of Part-time Schools in Manufacturing or Mercantile Establishments or in Factories. University of the State of New York, Bulletin no. 790. October, 1923.

SMALL, W. J., and ROGERS, R. H. *Coöperative Apprentice Training in the Building Trades at Niagara Falls*. University of the State of N. Y., Bulletin no. 797. 1924.

BESWICK, J. C. "Coöperative Part-time Education." In *Vocational Education News Notes*, v. 2, no. 3. Feb., 1923. p. 7.

Various authors. *Pamphlets on Part-time Courses of Study for: electricians', carpenters', plumbers', bricklayers', painters', and machinists' apprentices*. Cleveland, Ohio, Board of Education, Department of Vocational Education.

⁴³ EDGERTON, A. H. Outstanding Tendencies in Industrial and Part-time Education Programs in One-hundred and Forty-three Cities. In *Vocational Guidance and Vocational Education for the Industries*, Twenty-third Yearbook of the National Society for the Study of Education. Public School Publishing Co., Bloomington, Ill., 1924. Part II, section II, chapter 1, p. 213.

training will remove the initial liability of untrained workers and make it profitable to employers to reestablish, in some measure, the apprenticeship system which will thus, not only open up new fields of opportunities to young workers, but also insure better service for the public in the skilled trades.

Especially should the school provide the technical instruction required to make a thoroughly competent worker and prepare him for advancement. Furthermore, the school, which is the only organization capable of reaching all youths, should take the initiative in these activities as a part of its obligation in the direction and guidance of youth.

Social adjustment.—Valuable as are the experiences which come through employment and such supplemental training as can be given for junior jobs, it is becoming evident that the chief function of part-time education is at first, in most instances, one of social adjustment. As was pointed out in an earlier section, many boys and girls who leave school early and who appear in the part-time department are lacking in ideals and standards and are unadjusted to the institutions of society. These are the youths who are nonconformists in the school and in the community, who take privileges and make themselves exceptions to the established customs and are proud of the fact. Many of them are idlers in the community and are frequently engaged in mischief. Some are seasonal or itinerant laborers with no outlook for later permanent employment. Others are the mentally inferior who have been unable to profit by regular elementary or high-school instruction. Such persons usually are weak in character and yield to any adverse influence in their environment unless there is some stabilizing force to prevent it. There is a tendency among persons of this age to lose such ideals and habits as have been established through their earlier school life and to take up with the undesirable practices of older persons with whom they are thrown in contact on the streets, about poolrooms, or with the working groups on the farms or in the factories. As one juvenile judge has said, "The school with its ideals, associations, and controls is one of those (institutions) that helps to stabilize and guide the conduct of youths. To break all school contacts is to throw away both the rudder and the ballast and leave the child helpless before a new world of problems."

The problem of the part-time school, then, is to maintain, for those leaving the full-time school, some kind of educational contact, to project into the lives of these young people, as they make their adjustments from school to employment, an influence that will pre-

serve to them the ideals and habits formerly developed, and serve as a stabilizing force in their lives. / The part-time school must interpret education to those who see no value in studies and must create a desire for learning. It must develop a sense of self-respect and an ambition to do something worth while.³ It must provide a friend whose counsel will be accepted and to whom the young worker can bring his confidences. 4 It must create an appetite for education and then provide the opportunity for satisfying it. It is only natural for those who have left school because of dislike for studies or of failure in school and who have been brought to part-time school by compulsion to rebel at required attendance; but when education is given a meaning and its advantages begin to be appreciated, there must be opportunity for education. This change in attitudes and appreciations is exactly what we may expect to accomplish where the proper organization, instruction, and point of view are maintained.

SECTION IV

THE ORGANIZATION AND ADMINISTRATION OF THE
DEPARTMENT

Placing the responsibility.—With the establishment of an adjustment department, whether it be the part-time school or some other division of the public schools, there will be found the problems of working boys and girls, the problems of boys and girls whose needs have not been met by the full-time schools which they have attended, or by the homes in which they have lived, or by the places of amusement into which they have gone. As the size and importance of this combination of problems is fully realized the administrative implications become apparent. Someone must have authority to study a pupil and transfer him until the maladjustment is corrected or the facilities of the educational system have been exhausted. To this central department pupils may be sent from elementary school, junior high school, or senior high school to be studied, and guided into employment and the part-time school if that seems best, or transferred to another elementary school, special school, or high school, according to the findings of the visiting teacher, psychiatrist, nurse, or coördinator who handles the case.

Pupils who are so far over age that they become a problem and even a menace in their classes in the upper elementary grades; pupils who are held back due to failure in one or two subjects, and become needless repeaters or are in danger of becoming antagonistic toward education in any form; and pupils in high school who are developing marked dislikes for school requirements are examples of problems which should be in the hands of an administrator who has jurisdiction over employed and problem pupils in elementary, secondary, and part-time schools. Unless this responsibility can be definitely assigned, such work is likely to be neglected. The consequences will be failure of pupils and their withdrawal from school in a spirit of resentment toward the whole scheme of education.

In a large city this responsibility can easily be delegated to an assistant superintendent or to a director of child welfare or of research and guidance. In smaller communities in which this organization is not possible, boards of education might, by agreement, delegate these

responsibilities to the director of the part-time school to prevent conflict of jurisdiction in anticipating and solving school problems in their incipient stages, no matter where they arise.

Failure definitely to place this administrative responsibility and to provide adequate time for the direction of the work leaves to chance the solution of the problem. Even in the case of the narrower interpretation commonly given the part-time problem, it has been found in every school investigated that the lack of such administrative organization has been accompanied by misunderstandings in regard to jurisdiction, by poor attendance on the part of the pupils, and by a feeling of dissatisfaction with results on the part of both school administrators and teachers.

Selection of the staff.—The director immediately in charge of the part-time department should be chosen with due regard to the range of problems which he will be expected to solve. He should, therefore, be acquainted not only with the general requirements of industry and the problems of school administration, but also with the problems of physical and mental hygiene, of social adjustment, and of juvenile delinquency; with the use of tests and measurements and the treatment of atypical children. In the smallest part-time schools the work of direction of this department will necessarily be combined with that of actual instruction.

From a description of the problem as it has been presented, it is obvious that the right kind of teacher must be selected. In the first several years after the passage of the Part-time Act many of the smaller schools, not realizing to the full the specialized nature of the problem, adopted the expedient of placing part-time pupils in regular high-school classes. This practice maintained, in some cases, whether the pupil attended four different classes once a week or the same class four times a week. Such a plan showed that the early interpretation of part-time education frequently was in terms of the continuation of previous school experiences on a four-hour-a-week basis as a sort of "last chance school" and not in terms of the solution of the problems of maladjustment. This same attitude was reflected in schools which established special classes for part-time pupils under the instruction of regular high-school teachers, either during free periods or after school.

The experience resulting from either of these types of class organization has been most unsatisfactory to pupils, as shown by records of irregular and poor attendance in practically every such case. Teachers and administrators in these same cities have expressed

a feeling of discouragement and dissatisfaction with the program when their experience has been limited to this plan. The problem, in fact, has proved to be far more complex and difficult than school administrators had at first anticipated. As was pointed out, the *first* problem of part-time education is usually one of attitude or of social adjustment, rather than one of formal instruction. It, therefore, requires entirely different methods, organization, and procedure, so that today the part-time schools which are obtaining any worth-while degree of success have given up the practice of assigning part-time classes to regular teachers, whose interests are largely devoted to pupils who willingly respond to formal instruction. Instead they are adopting the practice of placing the responsibility for part-time education upon teachers who have special qualifications for dealing with problem pupils and who can make this work their chief, if not their sole, responsibility.

The success of this plan where it has been tried is evidenced not only by increased attendance with a decreasing amount of compulsion, but also by voluntary attendance for more than the required four hours and by attendance beyond the age of legal requirement.

A practical difficulty in adhering to the plan of using only the special teachers for part-time instruction is the limitation of the program which can be offered in schools employing only one or two teachers for this work. In almost every school there are a few pupils whose special needs can best be met through high-school classes, for at least part of their program, provided the training objectives are well defined and the time arrangements can be made satisfactory. It will probably be necessary, in cases where the part-time department is very small and offers a limited opportunity, to utilize for a minor part of the four hours shop, commercial, art, or homemaking teachers for groups of pupils who can be better served by this method than by their spending all the time with the special part-time teacher. This plan, however, should be used with caution and only where the teacher-director in charge of the part-time department is assured of its success and has sufficient time with these pupils to accomplish the more subtle objectives of the school.

Few communities are so small that they cannot use profitably the full time of at least one such teacher-director if they undertake the entire program which has been outlined, including not only the regular part-time work comprehended in the state law, but the child-accounting, the preemployment and dull-season instruction of those

who are out of work, the guidance and placement work, and the correction of the difficulties of the unadjusted pupils in high school and the upper grammar grades. In some cases where the part-time-school program seems to be too small to require the full time of even one teacher, it might be advantageous to add to the responsibilities of the part-time-school director the work of some special school officer of similar qualifications, such as school counselor or dean.

Besides a sympathy and an interest in those who have left school, the part-time teacher must have an understanding of the social and employment problems of youth. A sound educational background is necessary, but a wide social or industrial experience with working classes is equally essential. In many cases persons who have had supervision of young workers, and who have learned to direct them and secure their good will, make better teachers than persons who have had school experience only. In either case, the prospective teachers should be given special training in the purposes, methods, and problems of the part-time school. Certification requirements should be sufficiently elastic to permit the employment of the right person when found.

The method to be used.—An excellent example of the method of part-time education in a small school may be cited in the work of one teacher who has a group of more than fifty boys and girls whom she brought into the part-time school, in most cases, over their protest. At first she found it difficult to persuade them to attend more than the four hours required under the law. Her school room is equipped with two tables accommodating about six pupils each, a dozen tablet chairs, and five typewriter desks and machines. Her students are divided according to their interests. A few work at arithmetic at one table, a few at bookkeeping at another. Those studying English, geography, hygiene, and a few other subjects are working in the tablet chairs and those taking typewriting are working in another part of the room at their machines. All students are given individual instruction by the teacher as she moves around the room, checking up on assignments and interpreting their problems to them. But the significant thing about her work is that she finds frequent occasion to sit down with a group of students to talk over commonplaces in their daily lives, to help them interpret social and economic problems as they arise, or to discuss important events as they are brought to public attention through the press. Without loss of dignity she places herself on the pupils' level and invites their confidence through offering her friendship until gradually they come to look upon her as a

friend to be trusted with their problems and their confidences. Under these circumstances they naturally respond to her suggestions and leadership, so that boys who have spent their time loafing in the pool halls and about the streets now voluntarily spend their extra time in the classroom. Girls who have had false ideals of womanliness, whether as to appearance or manners in public, learn to give her their confidence and accept her guidance because they can both respect and trust her. A student who has had difficulty with his employer because of school attendance requirements or because of some irregularity, responds with a spirit of gratitude when she calls on the employer and settles the difficulty.

Obviously, these returns are secured by indirect methods rather than by formal instruction. To lecture or to moralize on conduct and manners is to defeat the main purpose of the school, but to direct discussions on life problems in such a way that students shall themselves arrive at desirable conclusions and thus make them become the champions of those conclusions is to achieve the primary purpose of part-time education. However, much of this training may be given under the guise of classroom work. Furthermore, the classroom work becomes effective to the degree that the more subtle objectives become effective and it is only then that formal instruction in English, or arithmetic, or science becomes possible. When attitudes are right there is a desire for education and some understanding of its value and place in life. It is from this point on that many students in part-time school attend more than four hours a week, even to full-time attendance during periods of unemployment, if facilities will permit, and many remain beyond the age of 18 years or continue their education through adult classes or home study.

The administration of the part-time school, whether large or small, must be so designed that the entire organization contributes to just such an informal situation as has been described.⁴⁴ An atmosphere

44 BERRY, R. E. *The Administration of the Part-time School in the Small Community*. University of California, Division of Vocational Education, Bulletin no. 14. 1924.

ROGERS, MADGE G. The Chicago Continuation School for Girls. In *Vocational Education Magazine*. v. 2, no. 6. Feb., 1924. pp. 498-506.

For brief descriptions of part-time schools read: What a Few Part-time or Continuation Schools are Doing, by Anthony Goldberger. In *Twenty-third Yearbook of the National Society for the Study of Education*, 1924. Part II, section II, chapter 5, pp. 275-94.

Also read: PHILLIPS, MARGARET. *The Young Industrial Worker*. Oxford University Press, 1922. FINDLAY, J. J. *The Young Wage-Earner*. Sidgwick and Jackson, London, 1918. WATERFALL, EDITH A. *The Day Continuation School in England*. Geo. Allen and Unwin, London, 1923.

of freedom must be maintained, and such instruction and activities for the group must be provided as are determined by the needs which have been discovered through a careful study of each child with his personality, capacities, and attitudes in relation to his vocational and social environment.⁴⁵

NATURE OF THE CURRICULUM

With the expanding program of compulsory education, as traced in the first section, there has developed a growing feeling of dissatisfaction with the traditional curriculum of the public schools. True there have been additions and modifications in the program with a decreasing emphasis placed on mathematics and the ancient languages, for example, and increasing attention placed on the sciences and the practical arts, but the underlying structure, as Charters⁴⁶ points out, with its objectives and formal standards, is fundamentally unchanged.

It is largely rigidity and lack of appeal to child interest which is still resulting in unnecessary school mortality and is creating the part-time-school problem. While the inertia of the vested interests in education and of tradition in educational theory and practice maintain more or less in elementary and secondary schools, there is no such hindrance to the building of a new program in the part-time schools. Here we are dealing with those who have failed to respond to the appeal of the regular school and who, if reached at all, must be reached in terms of such interests and activities as will be appreciated by the pupils affected. It is, therefore, the privilege of educators who are working in this field, unhampered, to construct a curriculum in terms of the functional theory of education and to pioneer in the application of the principles of curriculum construction which are rapidly gaining recognition in the larger field of education.

Principles to be followed.—The principles of curriculum construction most vital to the part-time school are:

- ✓ 1. The basis of the curriculum must be found in the present interests, activities, and problems of the pupils concerned.
- ✓ 2. These interests, activities, and problems must be ascertained through field investigations and case studies of the pupils.

⁴⁵ GROVES, E. R. *Personality and Social Adjustment*. Longmans, Green and Company, 1924.

KITSON, H. D. *The Psychology of Vocational Adjustment*. Lippincott, 1925.

⁴⁶ CHARTERS, W. W. *Curriculum Construction*. (Preface) Macmillan, 1923.

3. From an analysis of the data obtained by the investigation, the information, habits, and ideals necessary to effective participation in modern social life can be derived.
4. Such information, habits, and ideals as are found desirable for the curriculum should be evaluated and selected in terms of that which is of most worth in consideration of:
 - a. Immediacy of the pupils' needs
 - b. Initial interest of the pupil
 - c. Time available
 - d. Relative difficulty in learning
 - e. Adaptability to school treatment
 - f. Permanent value in adult life
5. The curriculum should be arranged to meet the needs of individuals or of groups and provide for variations in number of hours of attendance, differences in capacity, rates of progress, and varieties of social background.
6. The teachers should have a definite and justifiable aim or aims in teaching each lesson.
7. Methods of teaching should be selected according to whether the objectives can be attained best by direct or indirect instruction; and by individual, group, or class instruction.
8. Each lesson must be a unit with a specific aim, though it ought also to be part of a series of lessons contributing to other larger objectives selected.
9. School activities, planned to supplement instruction, should serve as a socializing influence and as an indirect means of attaining many of the objectives of the school.

New interests to be considered.—Following out these principles in the construction of the curriculum of the part-time school will lead to a program as different from that found in the full-time school as the interests, activities and problems in the lives of the pupils in the part-time school are different from those of full-time-school pupils. Work experience opens up to the pupil a new world and creates new interests and new goals. A feeling of independence and a sense of importance, especially within the family circle, come with the ability to earn a living and to do a day's work. Along with these experiences and emotions there develops a realization of new relationships between the youth and his environment at home and in school, as well as in the world of employment. Similarly these principles, applied to the

needs and instructional possibilities for the problem children who have not responded to the regular-school opportunity will result in a specialized program.⁴⁷

The building of such a curriculum leads beyond the schoolroom life of the pupil into his work and social environment. It is only here that his real interests and problems can be discovered. The school, therefore, must send its representative out to these sources if it is to attempt to discover needs, interpret them, and construct a school program to meet them.⁴⁸

Coördination activities.—The importance of investigating each child's previous school record and learning his environment and problems cannot be over-emphasized.⁴⁹ The child who voluntarily drops out of school early has probably gone through a sequence of experiences from confusion in studies to failure, discouragement, dislike for school, and finally to discontinuance. The method of readjusting the difficulties and rehabilitating the child must go beyond mere surface indications and find the source of the original maladjustment and the successive changes which have taken place in the child's mind. This will be the starting point in the method of dealing with the pupil, while his present interests and activities will determine the vehicle or the material for the curriculum.

Coördination activities will not only reveal information of use to the school but will give opportunity to allay misunderstandings and to correct adverse situations affecting the child whether in the home or in places of employment and will build up working relations between all parties concerned.⁵⁰ In short, all the functions of the

⁴⁷ ROGERS, R. H. Individual Instruction in the Vocational School. In *Twenty-third Yearbook of the National Society for the Study of Education*, part II, section II, chapter 4, p. 257. 1924.

STINE, J. RAY. *Suggestive Methods and Materials for Developing a Course of Study for General Continuation Schools*. Cleveland Public Schools, Department of Vocational Education, Teacher Training Division, 1925.

GOLDBERGER, A. M. The Content of the Continuation-school Curriculum. In *Vocational Education Magazine*, Nov., 1923. p. 242.

PALMER, EMILY G. Instructional Material for Part-time Classes. In *Vocational Education Magazine*, Dec., 1922. p. 310.

⁴⁸ See occupational studies of junior jobs published by the University of California, Division of Vocational Education, listed on inside cover of this bulletin, and refer to a very complete bibliography in *Day Schools for Young Workers* by F. J. KELLER. (Century). Appendix A.

⁴⁹ ALLTUCKER, MARGARET M. *Coördination in Part-time Education*. University of California, Division of Vocational Education, Bulletin no. 3. 1922.

KELLER, F. J. *Day Schools for Young Workers*. Century, 1924. pp. 193-226.

⁵⁰ *Advising Children in Their Choice of Occupation and Supervising the Working Child*. U. S. Children's Bureau, Children's Year Leaflet no. 10, Bureau Pub. no. 53. 1919. p. 12.

visiting teacher with which we are already familiar and the functions of the coördinator in industry, who interprets the needs of his trainees, will be combined in the work of the part-time-school coördinator who makes the case studies. The information obtained in this way will then give a valid basis for the determination of the knowledge, habits, and ideals which are desirable in the daily lives of the pupils. Coördination will also make possible a determination of relative values in the training of any individual, so that due weight may be given to the various needs found and a common mistake of putting all the emphasis in the curriculum upon one need only, whether academic, vocational, personal, or social, can thus be more easily avoided.

ARRANGEMENT OF THE PROGRAM

The hour-a-day plan.—Closely associated with the problems of the curriculum of the part-time school is the problem of making the program. The decision as to whether the program for any one pupil shall be offered in one day of four hours or in two days of two hours each or in four days of one hour each is fundamental to the construction of the whole program. The hour-a-day plan offers certain advantages where the program involves routine work or drill, as in the use of the typewriter or other office appliances. The frequency of school contacts tends to build up interest on the part of the pupils in the activities of the school and also to break down the feeling of estrangement and isolation. The disadvantages of the hour-a-day plan lie in the fact that the time is too short for the applied arts courses, such as shop or sewing, and that the shorter period of time does not permit of the intimacy and friendship between teacher and pupil which is one of the chief objectives of the part-time department. Further, it offers the temptation to narrow or restrict the program to one subject, which is likely to become routine or academic in its treatment. This temptation is particularly strong where the tendency of the administration is to emphasize the completion of a single academic subject without regard to the real needs of the boys and girls or the maximum service which can be given them. This plan of attendance, however, is likely to be favored by those employers whose young workers have a dull period in the day, such as the early morning hours in a department store, but is not approved by other employers when it breaks into the regular routine of the day's work.

The single session.—The single half-day session has the advantage of a single attendance problem, and of provision for a maximum of

opportunity for the teachers and pupils to learn to understand each other. This relationship, of course, can be realized only where the school is not too highly departmentalized. The four-hour period also provides ample opportunity for the completion of projects in laboratory subjects. Both employers and pupils usually prefer this plan. It has, however, the disadvantage of loss of interest due to the six-day intermission between school sessions during which time the thread of interest in school work is likely to be lost.

The two plans under which the four-hour session works most satisfactorily are the one in which one teacher directs the work of the entire session with the possible exception of a short assembly period, and the one in which the time is divided between two teachers who supplement each other in the program offered, as in the case of shop instruction and related subjects.

The two-session plan.—The program consisting of two periods of two hours each, if under only one or two teachers, offers the advantage of more frequent school contact and yet a session long enough to complete simple projects and to develop friendly relations with the teacher.

Occasionally, in a small school, this plan is adopted because it is felt necessary to utilize the regular school equipment before or after school hours. However, it should be recognized that a program *limited* to after-school hours or to any other short period during the day has serious objections in that it is inelastic and does not permit pupils to attend more than two hours a day, even when they desire to do so. As was pointed out in an earlier section, the opportunity of attendance on a full-time basis in the part-time department is fundamental to the accomplishment of the complete program of guidance and training for problem youths, including the unemployed as well as the employed. The absorption of idle time of unemployed pupils is, of course, impossible unless part-time classes are in session at least four hours a day. Also, if any considerable effort is to be made to accommodate the hours of instruction to the wishes of a majority of employers, it will undoubtedly be found necessary to have both morning and afternoon sessions. However, in the small school where the work of this department requires less than the full time of only one or two teachers, it will obviously be necessary to have a program somewhat less than eight hours daily.

The dull-season session.—In certain instances it may be expedient to accept full-time attendance during periods of unemployment or during a dull season in the occupation, as meeting the minimum

requirements of 144 hours for the year's attendance; but this should not be made the regular practice unless this minimum is greatly exceeded, because it does not lend itself to the accomplishment of the main objectives of this department, which are dependent upon maintaining school associations over the longest period of time possible. The weekly school contact is particularly important because it means that the young worker maintains regular touch with the institution which has largely dominated his life during the preceding ten years. Experience has shown that pupils tend to carry the ideals of the school into employment if at least a once-a-week contact is maintained after they discontinue full-time attendance. On the other hand those who have broken the school association for any considerable period of time tend to accept the ideals and standards of their working or leisure-time associates even when they are not compatible with the former idealism of the school. This phase of "bridging the gap" between school and employment is probably more important than the so-called technical training which is frequently emphasized, and should be considered the chief measure of the worth of a part-time department.

The night-school plan.—At various times the substitution of evening classes for the day part-time classes has been advocated in California and other states, yet after ten or twelve years of part-time education in this country no state is pushing a vigorous night-school plan of attendance for children under 18 years of age. The few states which still allow the substitution of night school have found that the child who would choose to attend in the day time is discriminated against in securing employment and therefore all part-time attendance is necessarily forced into the evening. They have also found that evening attendance has been impossible to enforce. "The report of the Superintendent of Schools of New York City in dealing with evening classes during the year ending July 31, 1915, makes this pertinent comment on compulsory attendance in evening schools:

'The most baffling problem attacked by our evening schools is the enforcement of the law requiring the attendance of boys between the ages of 14 and 16. In the year ending March 31, 1915, there were issued 33,903 labor certificates. Assuming that the ratio of boys to girls was four to three, we should have had an attendance of at least 19,373 boys. The actual number that did attend on instruction was 4,093, while the average attendance was only 2,032, about 4.6 per cent of the total average attendance in evening elementary schools.' He says further:

'We might as well accept the situation, that with no possibility of a proper force of attendance officers assigned for the particular purpose of enforcing the evening school law, with public sentiment of employers, magistrates, and even school men, themselves, generally opposed to forcing boys exhausted by a long day's toil into our classrooms, that our present methods are hopeless, and so we come back to the first statement that the solution of the problem of the compulsory education law pupil is only to be found in the strict enforcement of the new law for continuation day instruction.'

Moreover, the evening school has not the same hold upon the interest and attention as a day part-time school, because the classes of the latter are held during the working hours of the pupil and arouse, in consequence, a feeling of responsibility on the part of the employer and the youthful employee to make the most of the time thus set aside for education.'⁵¹ It seems obvious, therefore, that the night-school plan is entirely untenable.

In arranging the schedule of classes the director will have to weigh the advantages of the single-session, the two-session, and the four-session plan in terms of the conditions found in the community and so determine the arrangement of the program of attendance according to the plan or combination of plans which best suits the needs of the local community.

SECURING ATTENDANCE

When all the possible adaptations of instruction and activities and hours of attendance have been provided in the part-time school, the attendance problem should become comparatively easy. It may, however, require compulsion at first, or until a transfer has been effected and the pupil comes to see that the requirements of the school are designed to serve his best interests. Past efforts to establish part-time schools have always been accompanied by great difficulties in securing attendance, because pupils who have voluntarily dropped out of school either from a sense of failure or from dislike of school practice have usually developed a feeling of estrangement toward the school as an institution, and have looked forward to the time when they would be free from its control. This difficulty was so marked in the first years after the part-time laws were passed that some schools became discouraged and abandoned the effort.

⁵¹ *Part-time Trade and Industrial Education*. Federal Board for Vocational Education, Bulletin no. 19. October, 1918. p. 11.

However, the experience of the succeeding years has shown that in schools which have persevered in attendance enforcement the problems of administration and of securing attendance have materially decreased as it became known that the school authorities were in earnest in the enforcement of the law and in their efforts to meet the needs of the youths attending. Children have become so accustomed to looking forward to enrolling in the part-time school as soon as they leave the full-time school that administrators often report attendance is now secured with a small part of the effort required during the first years. School guidance activities and dissemination of information regarding school opportunities and requirements will further aid in securing attendance until pupils who drop out of the regular school will come to look forward not only to meeting the legal requirements but also to spending much of their time during periods of unemployment in the part-time school, whether there is a law requiring this attendance or not.

Few cities claim to have completely accounted for their entire school population. Even now, it is not unusual to find pupils dropping out of school without any inquiry having been made into the cause of their leaving or any recording of the findings. This is an evidence of a serious defect in the child-accounting system which is entirely inexcusable. Failure to establish a rule of regular transfer is likely to undermine the morale of the entire attendance system of the school.

When a pupil is transferred to the part-time school his willingness to attend will depend upon the degree to which the school presents instruction which appeals to his interest and the value of which he can appreciate. His attendance will also be affected by other services which the school is able to give him. Thus, when he secures employment through the school and when the instruction given actually helps him to succeed in this employment, he will find that it is profitable to attend the school. Then not only will the coöperation of the youth be secured but the interest of the employer in his progress may be expected. The acquaintance with the family and an understanding, on their part, of the purpose and spirit of the school will assist in the removal of obstacles to attendance. Such coördination on the part of the school will prove more effective than any system of compulsion because, in the first place, it renders an appreciable service, and in the second place, it invites the coöperation of others who should be equally interested in the well-being of the youth.

The number who will fail to respond to this treatment will be small. For them a rigid system of checking attendance, with immediate follow-up of absences and provision for making up lost time

will be necessary. The spirit of compulsion, however, should not be evident except when persuasion and the good will of an intelligent teacher or coördinator fails to secure coöperation. In this event the case should be placed in the hands of the attendance department and not left in the hands of persons responsible for the instructional program.

Probably the compulsion feature though greatly reduced will never be entirely eliminated with certain groups of problem pupils, because such pupils are not seeking their own reformation, neither are they likely to respond willingly to a treatment that is recognized by them as an effort in this direction. However, many pupils who have been considered difficult truancy cases will attend classes to obtain further education or to acquire some desired skill when the right appeal is made to them and thus will give the teacher the necessary opportunity to offer indirectly other guidance and training needed. In fact, under these conditions, pupils frequently become so interested that they voluntarily attend more than the required number of hours and even return to the regular school. An example of this was found in a city in the southern part of the state where a teacher persuaded forty out of one hundred boys who had dropped out of high school to return and complete the course. Such results have been obtained in places where school authorities have recognized the education of the part-time pupil *as a problem to be solved rather than as a situation to be endured or as a law to be obeyed.*

No measures of compulsion can be so effective as a program which is attractive to the pupils. Evidence of this is found in the fact that part-time schools which have adapted their instruction and activities to the interests of their pupils are securing not only voluntary attendance for four hours a week from pupils who have been habitual truants, but also attendance for more than the required four hours, even to full time during periods of unemployment, and after the age of eighteen. In fact, the best objective measure of the success of the part-time school thus far found is the degree to which all compulsion may be removed and attendance be secured on a voluntary basis.

PROVIDING EXTRA-CLASS ACTIVITIES

The needs of part-time pupils will be found in most cases to go beyond the possibilities of the four hours of regular instruction. The school must provide other activities⁵² if it is to give the maximum

⁵² WAGNER ETHEL M. A Plan for Social Activities in the Part-time High School. In *Vocational Education News Notes* (California), v. 2, no. 1. September, 1922. p. 6.

service. Much can be accomplished through assemblies in which pupils share in the responsibility of planning and taking part in programs of entertainment. Outside speakers may often be secured to bring inspiration, or information of interest to the student body. Assemblies may be used to develop appreciation of the arts through programs of music, reading, and dramatics.

Through bringing together the interests of pupils who attend on different days of the week, a school paper may be made an instrument for unifying the student body, as well as for giving opportunity for the expression of literary efforts. Articles and news items for the regular papers also help in this direction. Clubs or other student organizations largely managed by the pupils themselves may be utilized for increasing social activities and for giving opportunity for the expression of leadership and initiative. Through school parties, hikes, dramatics, or debates, the subordination of the individual to the group interests may often be secured. This may be further developed by class projects or school exhibits showing the work of the girls in millinery and sewing, or of the boys in the industrial arts. When parents and employers are invited to attend such programs or exhibits, it gives the work of the part-time school a new value and meaning in the community.

CO-OPERATING WITH OTHER AGENCIES

Overlapping avoided.—The part-time school should secure, in addition to the interest of parents and employers, the services of others in the community who are in a position to handle special problems connected with its work. In readjusting and rehabilitating problem pupils, the school cannot well afford to *duplicate* the work of other efficient public agencies. The solution of these problems should be recognized as a community enterprise and the facilities of organizations dealing with any phase of the problem should be used.

There are city, state, and county agencies working on the problems of proper housing and of health. They provide clinic service, free or at a very small fee. Some agencies provide wholesome recreational activities, such as Boy Scouts and Campfire Girls, city recreation departments, and church and community-center recreation activities. The funds of the Associated Charities and other community chest organizations might be secured in cases where financial relief is necessary. Occasionally even a boarding-home is required in cases where boys and girls leave home to go to larger centers for work. The

school authorities should know the homes into which such young people go and should know the services rendered through other available public and private agencies in safeguarding the interests of future citizens.

In this connection the service clubs may prove a ready and an invaluable aid both in opening up opportunities for the employment of young workers and in lending financial assistance through scholarships designed to keep deserving pupils in school or to take care of some other special need. The active interest of the service clubs can be secured through the advisory committee which is discussed later.

There should be a definite effort made to learn of the available services in the community and to secure them for those in need.⁵³ The coördinator should then take the initiative and secure the necessary professional assistance or assure himself that the need is already being cared for by other agencies. However, in the delegation of responsibilities to outside agencies, care should be exercised to see that only competent services are solicited or accepted. Where other agencies fail to meet adequately the needs of the situation the school must, of course, assume the responsibility.

The advisory committee.—So vital to the part-time school are the other agencies in the community whose work touches the problems of the part-time school at various angles that many schools have found it advantageous to have an advisory committee for the school, composed of representatives of the various agencies and organizations interested in the welfare of young people. In some cases such advisory committees meet once a week or once a month to discuss employment, scholarship, health, or other problems, and to bring to the group special information or data which contribute to the problem in hand.⁵⁴

PLANNING HOUSING AND EQUIPMENT

If it is a function of the part-time department to keep pupils in touch with the school as long as possible and absorb idle time in a way which will be both profitable and interesting to the pupil, it

⁵³ NOTE: For example see sources such as *Directory of Local Child-Health Agencies in the United States*. U. S. Children's Bureau. Pub. no. 108. 1922, and HENDRICKS, GENEVIEVE P. *Handbook of Social Resources of the United States*. The American Red Cross, 1921.

⁵⁴ CAMPION, H. A. What Shall We Do With an Advisory Committee? In *Vocational Education News Notes*. (California) v. 2, no. 7, April, 1924. p. 2.

CAMPION, H. A. *Third Annual Report of the Department of Part-time Education, Stockton, California*. University of California, Division of Vocational Education, Bulletin no. 10. 1922.

will be necessary to make housing and equipment a matter of special study. It can hardly be expected to help in the solution of the problems of maladjustment to take pupils who have proved to be problems in the regular school into old, discarded buildings, which are inadequately equipped, or even back into the same schoolroom atmosphere which they chose to leave. The whole psychology of this practice is poorly suited to changing the attitudes of youths toward the school. The present widespread practice of pushing the problem groups, whether part-time, atypical, or delinquents, into discarded buildings, of denying them suitable equipment, and of transferring teachers who have not succeeded in other departments to pioneer in this work is *mere dawdling*, and unjustifiable from any point of view in good school administration.

Any good results which may have been accomplished in part-time schools, however, have been achieved, almost invariably, under very adverse conditions. According to Morris Hurley in his survey for the California High School Principals' Association, "Part-time education is quite generally using old or condemned buildings and equipment which have been discarded by the full-day schools. Working under these limitations it is called upon to administer to pupils who in any number of cases have been the special problems of the full-day schools and have become drop-outs for very definite reasons. Leaving the most favorable environment and educational facilities that the district has been able to afford, they have been ushered off to an out-of-the-way place on the school plant or to abandoned quarters, where part-time educators found themselves in the difficult position of having in their charge some of the most serious problems in the educational field, with a minimum of working tools provided for the solution of these problems. This has been quite generally the history of part-time education in California."⁵⁵ And in this respect California only duplicates conditions found in other parts of the country.

The building for the part-time school should be located adjacent to the business center of town to obviate excessive loss of time in going to and from school. In design it should be inviting and cheerful, yet reflecting a spirit of dignity. As a pupil enters the building he should find easy access to a registration desk in an open lobby, or receiving room, interesting displays of work done in the school, and plentiful supplies of recent numbers of trade journals and other reading material to occupy his attention while waiting for an inter-

⁵⁵ HURLEY, M. E. The California Part-time Education Survey. In *Vocational Education News Notes* (California), v. 3, no. 5. June, 1925. p. 3.

view. Instead of classrooms he should find laboratories which should, in general, be informal in atmosphere and designed to facilitate small classes and individual instruction. For these purposes filing cabinets for individual work-folders, and open shelves for reference books, trade journals, and magazines will be found best adapted; and tables and chairs rather than fixed school desks will be found most suitable for general equipment, in that they tend to remove the formal teacher-pupil relationship, and provide the more comfortable atmosphere of the workroom where problems are brought for solution and where teachers and pupils mingle in a spirit of freedom and good will.⁵⁶

Another desirable feature for the well-planned part-time school is a number of small conference rooms available for teachers or for the school doctor or nurse. Often personal problems arise which cannot well be taken up in the presence of the whole class, and which must receive immediate attention. Many schools have reported distinct handicaps in meeting such problems because there was no suitable place for private conferences with pupils.

If the interpretation of the problem that has been set forth in the foregoing pages is accepted, there should be rooms for typing, bookkeeping, and office practice. For the girls there should be a sewing and cooking laboratory much like that of any well-equipped high school, where problems of dietetics, cookery, sanitation, dressmaking, and design may be brought for discussion. Boys' activities should be realized largely through a combination shop and science laboratory, where the rudiments of a number of occupations may be learned, together with the scientific and technical problems underlying them.

A library of source books, good literature, and well chosen trade journals and popular magazines should be available in the reading room.⁵⁷ Certainly if one thing is needed more than another it is the development of the habit of reading good literature and the ready ability to find and use sources of information, whether for trade, business, or general purposes. In a small school where a special library is impracticable, a corner of a classroom can be equipped for this purpose.

⁵⁶ CARPENTER, J. E. Objectives of Part-time Education Affecting Building Plans. In *Vocational Education News Notes*, (California) v. 3, no. 7, January, 1926. p. 2.

⁵⁷ *Older Boys and Girls Out of School*. In *Adult Education and the Library*, v. 1, no. 7. Nov.-Dec., 1925.

CASE, GLADYS S., and MORRISON, EDITH I. *Recreational Reading for Part-time and Continuation Schools*. University of California, Division of Vocational Education, Leaflet no. 4. 1922.

The classroom should also be convertible into a clubroom for student organizations, if no better facilities are available. This suggests the further fact that classrooms for part-time pupils require less blackboard space and consequently there is more room for exhibits and decorations that are attractive and bespeak good taste.

In the larger schools where all of the students in attendance at any hour cannot meet in one classroom, an auditorium should be provided for assemblies and other student-body activities. If a gymnasium is also available for student activities, the auditorium may be comparatively small, for it will be seldom that all of the student body will be present at any one time. It should be kept in mind that the gymnasium or some other room in the building should be suitable for evening recreational and club activities for groups of young people who otherwise may be obliged to seek poolrooms, street corners, or places of professional entertainment for the pleasant disposal of their leisure time.

Whatever limitations there are to the housing and equipment for part-time-school pupils, the equipment that is provided must be that which corresponds to the best usage in business or industry and which best contributes toward an informal but efficient school organization.

COSTS AND VALUES

Cost in education is always a relative matter. At the present time the tendency on the part of school men is to measure costs on the pupil-hour basis. This is obviously unjust to the part-time school, for it should be remembered that it offers services of a special type to pupils who cannot be properly taken care of in the full-time school. Here the work involves a varied program, in which the size of classes must be kept small enough for individual instruction, and in which the nature of the work must be determined by special case studies and investigations. Classes, therefore, should seldom, if ever, be permitted to run over 20 and may drop as low as 10 or 15 when there is a group of difficult pupils, or when a small group wishes some special training. There may also be portions of the day, or week, or certain seasons when it will be inconvenient to schedule large numbers of pupils, due to rush of work or to seasonal employment. Thus, for example, in communities where canneries employ juniors it will be necessary, in programming classes, to anticipate the influx of pupils on a full-time basis when they are temporarily out of work. These requirements necessarily increase the pupil-hour cost.

In addition to the costs⁵⁵ of classroom instruction, coördination activities, by which the case studies and the contacts with parents and employers are made, should be recognized as a definite part of the school program, and should, therefore, receive definite budget allowance, the same as any other factor of cost. In reality these activities are not only essential to instruction but actually a part of it. Coördination, together with placement and extra-class activities, which are so vital to the success of the program, may approximate half the cost of classroom instruction if adequate provision is made for them.

On the basis of the program here outlined one may compute the cost of instruction in the part-time department by assigning from 75 to 100 pupils to each teacher, which gives a teaching load, in addition to the coördination and placement service, of from 300 to 400 pupil-hours per week. The pupil-hour cost, if computed on the basis of the salary schedule of high-school teachers, thus proves to be somewhat larger than the cost of regular high-school pupils. On the other hand, the cost per pupil attending only the required number of hours in this department will not average more than one-third to one-fourth the cost of one high-school pupil.

The values returned in either case are hard to measure. That the high school investment pays has been accepted without serious question. Who shall say that the changes in attitude and point of view of part-time pupils which makes them tractable and responsive to the instructional program and to the spirit and idealism of the school as they make their adjustment from school to work are not equally valuable? The cost of maintenance of these activities is negligible when compared with the cost of failure to provide them.

As has been pointed out, society must pay the bill in one way or another. Large numbers of children are yearly leaving school without the training designed to assure to society good citizens and efficient workers. Can society afford to leave their future to chance when a definite program of guidance is possible during the years when they most need it? The choice is between the danger of idleness, crime, industrial inefficiency, human wastage, and unhappiness on the one hand, and a reasonable expenditure for education and prevention on the other.

⁵⁵ BERRY, R. E. The Financial Problem of the Part-time School. In *The Administration of the Part-time School in the Small Community*. University of California, Division of Vocational Education, Bulletin no. 14. 1924. Part I, chapter 3, pp. 37-45.

A special department to study, adjust, transfer, train, and find employment for problem children is needed in every school system. In the smaller cities this may well be done as an expanded service of the part-time school, since all varieties of problems are found in this school and must be solved there, if solved at all. In the administration of such a department there are definite principles and practices which, if followed, can be expected to lead to the accomplishment of the major purposes of the department. This means providing administratively and financially for a high type of service—a service which must be designed to prevent delinquency, contribute to economic success, and assist in the self-realization and development of boys and girls who otherwise may be liabilities in our social and economic life. There are some things which we cannot afford to buy; there are others which we cannot afford *not* to buy. The provision of suitable educational opportunity for this group is a form of social insurance which any community will find a profitable investment.

APPENDIX A

CONDITIONS UNDER WHICH A PART-TIME SCHOOL CAN
AND CANNOT BE EXPECTED TO SUCCEED

The years of experience through which the pioneers in part-time education have gone have contributed much to our knowledge of the principles and practices which are essential to the success of a part-time school. Through a comparison of the schools which have been most successful, as measured by the per cent of attendance and the willingness with which pupils attended up to and beyond the requirements of the law, with the administration, instruction, and other activities of schools which have not considered themselves successful and have not rated high on the attendance scale mentioned, a list of principles and practices which should lead to success in a part-time school has been devised. In like manner a list of practices which seem to contribute to the failure of a part-time school has been compiled. The two lists follow. The latter list is given first.

THE PART-TIME SCHOOL CANNOT BE EXPECTED TO BRING
SATISFACTORY RETURNS:

1. If there is opposition to the spirit of the law or to the development of the part-time school on the part of school authorities.
2. If the part-time school is considered a "necessary evil" and is therefore operated merely to fulfill the law.
3. If the part-time school is made a penal institution for those who give difficulty in the full-time school.
4. If the part-time pupils are promiscuously scattered into high school classes.
5. If the same instruction is given all pupils regardless of their individual needs, interests, and abilities.
6. If classes exceed twenty in number or fall below an average of eight or ten.
7. If the rooms and equipment given the part-time school are the least attractive in the school system, and the conditions for instruction on the individual basis or in small groups is not possible.

THE PART-TIME SCHOOL CANNOT BE EXPECTED TO BRING SATISFACTORY RETURNS:

8. If teachers, who are unsuccessful in the regular school, because of either disposition or of age, are assigned to the part-time school.
9. If the pervading spirit of the school is formal rather than friendly and helpful.
10. If the work is handled as an addition to an already full program of some regular-school teacher, resulting in the consideration of the task as a matter of little importance, as an extra burden, or as merely an opportunity to add to the salary.
11. If it is conceived that progress in formal studies is the primary purpose of the part-time school and if formal methods of instruction are followed.
12. If the personality of the teacher is not pleasing or is not such as to inspire the confidence and good will of the pupils.
13. If no opportunity is allowed the teacher to familiarize himself with pupils' home, employment, and social problems.
14. If coördination work is neglected or if the information gathered through coördination is not utilized by the teacher in the planning of each day's work for each pupil as part of a progressive program toward a goal he can justify and approximate.
15. If there are no extra-curricular activities, such as assemblies, debates, social affairs, dramatics, school papers, etc.

THE PART-TIME SCHOOL CANNOT BE EXPECTED TO BRING SATISFACTORY RETURNS:

16. If the independence and aspirations felt by young workers are not recognized and utilized by the school.
17. If effort is not made to secure attendance on the basis of interest rather than of compulsion.
18. If irregular attendance is allowed or if absences are not made up.
19. If juvenile courts and probation officers are not sympathetic with the spirit of the part-time school.
20. If the work of the truant officer is substituted for coördination.

21. If the threat of employers to discharge junior employees is allowed to increase the number of exemptions or otherwise tend toward laxity in the administration of the law.
22. If the interests of the employers and the labor organizations involved are not considered and if their coöperation is not secured.
23. If there is no attempt to solve the problem of unemployment and idleness through placement, and to discourage idleness through opportunity for full-time instruction when not employed.
24. If no one with definite time for the work is made responsible for the administration of the part-time school.

THE PART-TIME SCHOOL CAN BE EXPECTED TO SUCCEED:

1. If the director and teachers have the moral and financial support of the school authorities, and have their backing in regard to the enforcement of the law, and the program of service to be offered.
2. If there is an administrator with sufficient time and vision to direct the work.
3. If the type of organization is adapted to the local situation, including the kind of employment, student interests, size of group affected, and kind of pupil problems to be solved.
4. If there is a plan of coördination making provision for the study of home and employment problems and for the utilization of this information in the work of the teacher.
5. If there are well-equipped teachers who have a pleasing personality and a love and understanding of adolescent youths.
6. If the course of study is based upon clearly defined objectives which are expressed in terms of social attitudes, habits, interests, and occupations of the youths. Academic progress can be expected only after these objectives are accomplished.
7. If instruction is planned through projects or short units so that individual progress can be recognized.
8. If instruction and activities are considered merely the vehicles for accomplishing the more subtle objectives.

THE PART-TIME SCHOOL CAN BE EXPECTED TO SUCCEED:

9. If extra-curricular activities are planned to direct leisure-time activities and to create a morale in the school.
10. If there is enforcement of full and regular attendance.
11. If the change from full-time school to part-time school is made a transfer without an intervening period, and if the transfer is made a part of the recognized school procedure so that the feature of compulsion is reduced to a minimum.
12. If the teacher encourages the unemployed boys and girls to attend more than four hours per week, and secures employment for them when possible.
13. If the aims of the part-time school are understood by labor organizations, employers, clubs, and social agencies and their coöperation is secured.
14. If the public understands the possibilities of the part-time school in affecting the lives of young people who have left the full-time school.
15. If the part-time school is considered as the agent of society for the adjustment, guidance, and direction of boys and girls who are not in full-time school.
16. If the objectives in part-time education are considered in terms of economic and social insurance from the point of view of the individual, the family, and the community.

APPENDIX B

A SMALL PART-TIME SCHOOL

California has many cities under 25,000 population with part-time schools of less than 400 pupils and an attendance at any one of the ten sessions of not more than 40 or 50 boys and girls. This means a simple administrative organization and yet demands a great variety of activities of the three or four teachers who attempt to solve the problems of so many children. A picture of one of the small schools will serve to illustrate a method of successful organization in a small community.

Approximately 300 pupils attend the Richmond (California) Part-time School. Upon entering the classroom, each pupil goes to a large file, opens his drawer, and takes out his folder, in which he finds his work of the previous week corrected, and an assignment for a new lesson awaiting him. He works at his own rate, on material designed to meet his particular needs. Teachers are at his service when there is any difficulty or any problem to be explained. Otherwise he works independently.

INDIVIDUAL LESSONS

One boy may be studying the English a printer must know, how to divide words correctly, how to punctuate and spell. Another boy may be learning the elements of bookkeeping. Another reads an article in an electrical trade journal. A boy who has been working on business correspondence and has had his work approved is dismissed to have a period of instruction in orchestra practice with a high school class. Two others take their drawing instruments and go into a class in mechanical drawing. A girl, who had an hour of office-filing, goes to another room for an hour of typewriting, while a girl who has been in an adjoining room practicing stenography enters to have a lesson in business correspondence. All of these varied activities are carried on at the same time by a staff of three teachers, who move about their classrooms discussing special problems with each pupil.

GROUP ACTIVITY

At the end of the second hour the boys go to the athletic field and the girls to the gymnasium for a half-hour of exercise and return ready for the student-body meeting. The president of the organization gives a drill in parliamentary law and from time to time calls on the various members of the group to preside. Then the real business of the meeting comes up. A large book is being compiled on "My City Richmond." The committee which was to find out about the early settlement of Richmond reads its report. Another committee is appointed to type this history in form to be pasted in the book.

The chairman of the Richmond Survey Committee then opens the box containing articles, clippings, and pictures. He makes a report on the material contributed for the book since the last meeting of the organization. Suggestions are made as to how to secure material about three new industries which recently opened plants in the city. A committee of three, who are looking for employment, are appointed to visit the plants and obtain publications and other information about them.

Someone suggests that the book will not be complete without an article by the city manager. Another committee is appointed to draft and type a letter asking him to write them a short article on the government of their city. Still others are asked to obtain material on various departments maintained by the city.

Then the twelve o'clock whistle sounds. Suddenly the forty young students of the resources of Richmond become working men and women who must hurry home for lunch in order to be back on the job at one o'clock. As they pass out a word of encouragement is given to a Norwegian boy who is struggling with his English. A promise is made to call on a despondent girl whose mother is ill. A boy is reminded to bring some old bills from his store on which he can work next time.

And then they are gone, except for two or three who wish to discuss some special problem with the director. A boy inquires whether the director knows of a job for a boy with a bicycle. A girl asks whether she may come back in the afternoon to put in extra hours on the typewriter. Another boy stops to say he is afraid he will not be able to hold his job and receives assurance of an immediate call on his employer to find out the difficulty. Still another lingers to ask shyly, "When are we going to give another play, Mrs. Shedden?"

The last one has scarcely disappeared before the early arrivals of the afternoon group begin to appear. The director has time only to take a long breath and a bit of lunch before a new set of problems, educational, social, and economic, are presented for her magic touch.

How the particular interests of each youth are discovered may be gathered from some of the stories which Mrs. Shedden tells of her part-time pupils.

ANTON STUDIES ECONOMICS

“When Anton first came to part-time school he did not want to do anything. He would work one or two problems and then slink down in his seat, and perhaps begin to throw paper at the other boys. I talked with him about the work he might take, but he said he didn’t like English—he didn’t like anything. We had a big map of Europe in the room, so I gave him a lot of questions on the map as a sort of game, and told him to write out the answers. He liked the game and soon became well acquainted with the geography of the continent.

“Of course, there wasn’t much value in just locating cities and rivers, so after he had answered enough questions on the countries of Europe to arouse his interest, I asked him to select one special country to study; he chose Russia. First, he made an outline map, putting in the cities, rivers, mountains, etc., and then he made a product map. Becoming greatly interested, he next studied labor problems. This led him to look up articles on Lenine and Trotsky and to read books on Russia. He found out the wages working men were getting there, and all sorts of historical and economic facts about the country.

“As his writing was very poor I had one of the girls type the material he gathered together. Anton was so pleased to have his work typed that he decided to have it illustrated, so, from magazines, he cut out pictures of Lenine and Trotsky, the peasants, and anything else of interest he found on Russia. He then began reading the newspapers, and cut out clippings to form a little book. Through all this careful study he became an authority on geography, and it was a great satisfaction to him to be able to ‘put it over’ the others in ‘making locations.’ Through reading the newspapers and magazines he had also secured a great deal of general information.

“Anton had, at first, been an outcast, smoked on the school grounds, and had been generally unruly; but when he came to feel that he was of some importance, he obeyed our rules and regulations

without question. An incident occurred recently which illustrates his changed attitude. I had been giving a lad who did not speak English some help with his vocabulary by showing him various objects and repeating their names. One day I was very busy and asked Anton if he would take Tony over in the corner and give him a lesson in English. Following my methods, Anton went at the drill seriously, delighted to be able to help."

ADOLPH LEARNS SALESMANSHIP

"Adolph works behind the counter in a hardware store. When he came to part-time school I found that among other things he needed spelling. We began with words in the hardware line which he might use in his work. He took some commercial arithmetic, and soon began to take an interest in bills and discounts. I had talked with him before about his future plans, but he seemed to have no idea as to what he wanted to be; after he had shown an awakening interest in commercial subjects, I asked him one day why he didn't turn his attention to business and prepare to become a merchant. After thinking the matter over a few days, Adolph came and told me he thought he would. So we began studying everything that pertains to business, banking, commercial discounts, and speed work in arithmetic, and later took up salesmanship.

"Through systematic drill and the spur of the spirit of competition which existed between members of the class, Adolph became a speed expert in addition and multiplication, and enjoyed the praise he earned for this work. At my suggestion he asked his employer to give him a little insight into buying and selling and as a result brought to school actual bills from the store, on which he worked out the three discounts.

"I visited the store where Adolph worked, noting points for suggestions, and the next day we talked over various problems of courtesy, neatness, cleanliness, etc. I mentioned, for example, the fact that some of the clerks kept their hats on in the store. Adolph said, 'Well, that's what the boss does,' but I explained to him that the 'boss' might do many things that an employee would do well not to imitate. Adolph is now studying books on salesmanship and is taking an active interest in the many questions and problems for discussion."

JERRY PREPARES FOR PROMOTION

“Jerry was a telegraph messenger who thought he was wasting four hours a week by spending them in part-time school. He began studying spelling and English and worked as long as I stood over him, but he showed no interest in anything we did. I asked him one day if he wanted to be a messenger boy all his life. He said, ‘No,’ but he didn’t seem to have any particular ambition in any other direction. Finally I went to see his employer, who told me about the nature of the work in the office. As a result, I began giving Jerry cities to locate in the United States, after which we would talk about the business of his company, perhaps noticing that they had a line down to El Paso and thinking of possible reasons why there was no line to some other point. So he acquired an interest in geography and sometimes would spend an hour over a map. In this way he covered the United States pretty thoroughly.

“Then I had another talk with him about his possible advancement, and he told me he wanted to be a receiving clerk. At my suggestion he went to his employer for advice about what he could study to help him secure the desired promotion. He was given a book containing a large number of questions concerning the things a receiving clerk must know, such as how to count the words in a message, how to use a rate sheet, how to check a message, how to treat a customer, etc. We decided that Jerry should study these questions, type their answers, and then hand them to his employer. Some of the questions required information beyond my knowledge, but together, Jerry and I could generally find the answers. His employer was now interested and helped him to begin the study of telegraphy. Every day Jerry worked an hour on the questions and then took the book home to work out more of the answers himself. When every question had been answered and typed, Jerry went to his employer with the manual and to his delight was recommended for the position for which he had worked. He expects soon after the first of the year to begin his duties as receiving clerk.”

GEORGE'S OFFICE PRACTICE

“‘I don’t like anything and I didn’t want to come to part-time school, anyway,’ was George’s grouch when he entered the class, and he slammed his book shut and threw it down for emphasis. This

attitude continued for a time until I had opportunity to talk with him about himself and his work. Finding that he worked part of the time in the office of an auto repair shop, I told him I had some arithmetic which I thought he would like. I gave him a pile of bills to make out; he tackled them and became so much interested in bills of all sorts, with commercial discounts, that he doesn't want to work at anything else. He always comes up to have me check over his work and get the desired O. K. on it."

JOHN RESPONDS TO INVITATION

"Nearly all of my part-time boys and girls crave attention and personal interest. Very often they have received little of either in the elementary school or at home. John is a boy who has responded quickly to my interest in him. It was a real hardship for him to come to part-time school, as he worked in a shipyard in Alameda and was docked for the morning he spent in school and usually for the afternoon as well, since it took him such a long time to return to his work. So it is not surprising that he frequently did not come to school. When I found out the chief reason for his absence, I invited him to have an early lunch with me next time, then I would excuse him so he could get back in time for his afternoon's work. He was ragged and dirty and evidently embarrassed at the thought of lunching with me, but he was pleased to have someone take a personal interest in him. When he came to school next time he worked busily all morning until I asked him to have lunch at eleven. Then he shook his head and said, 'No, I saw the boss and he said I could come in late after this. I'll work now till noon.' Since that time he has never failed to come and has taken an interest both in machine-shop work and in commercial arithmetic. He is absorbed in the study of radio now, and recently invited the principal and me to come out and see his apparatus."

AMY BECOMES A STUDENT

"Through the social work in the part-time school it is often possible to gain the interest of the pupils in their activities and studies. Every boy and girl has a chance to take some part in the entertainments or parties we give. The girls, especially, love this work and the praise it brings them. Frequently it gives the teacher an opportunity to talk with them about their conduct and habits, which could not easily be discussed during a lesson in geography or arithmetic.

“Amy was one of the stars of our last entertainment. She is the eldest of a family of several children and had received little attention at home; at high school, which she attended for a short time, she was a nobody. Being a poor student, she was considered a hopeless case by the faculty. By the time she entered the part-time school she craved attention more than anything else, and responded gratefully to every sign of personal interest in her. Amy’s excellent work for the Christmas program won her much praise, and since then her viewpoint is changing. She now takes an interest in all the school activities and classwork and is making real progress.”

It is through such patient work as these stories indicate is carried on in Richmond—stories which can be duplicated in many part-time schools where there is vision and freedom to take whatever action seems best—that the problems of maladjustment are being solved, attitudes are being changed, and ideals are being developed. With these changes comes the normal desire for education and the willingness to work for it.

APPENDIX C

SELECTED REFERENCES ON PART-TIME EDUCATION
AND RELATED PROBLEMS

The numbers in parenthesis following many of the books listed correspond to the footnotes in the text of the bulletin.

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PART-TIME EDUCATION SERIES, No. 15

DIVISION LEAFLET No. 6

DIVISION OF
Vocational Education
OF THE
UNIVERSITY OF CALIFORNIA and of the STATE BOARD OF EDUCATION

**A DIGEST OF LAWS FOR WORKING BOYS
AND GIRLS**

BY
VIRGINIA R. HUBENER

BERKELEY, CALIFORNIA

June, 1927

371.40
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**LIST OF PUBLICATIONS OF THE DIVISION OF VOCATIONAL
EDUCATION OF THE UNIVERSITY OF CALIFORNIA
AND OF THE STATE BOARD OF EDUCATION**

PART-TIME EDUCATION SERIES

- No. 1. Leaflet No. 1. A First Reading List for Administrators and Teachers in Part-time Schools. August, 1920. (Out of print.)
- No. 2. Leaflet No. 2. The Work of Coordination in Part-time Education. November, 1920. (Out of print.)
- No. 3. Bulletin No. 2. An Analysis of Department Store Occupations for Juniors. December, 1920. (Out of print.)
- No. 4. Bulletin No. 3. Coordination in Part-time Education. March, 1921. (A revision of Leaflet No. 2.) (Out of print.)
- No. 5. Bulletin No. 4. An Analysis of the Work of Juniors in Banks. May, 1921.
- No. 6. Bulletin No. 5. An Analysis of Clerical Positions for Juniors in Railway Transportation. August, 1921.
- No. 7. Leaflet No. 3. Selected Reading List for Administrators and Teachers in Part-time Schools. September, 1921.
- No. 8. Bulletin No. 6. Part-time and Continuation Schools Abroad—Reprints. November, 1921.
- No. 9. Bulletin No. 7. The Work of Juniors in the Telegraph Service. April, 1922. (Out of print.)
- No. 10. Leaflet No. 4. Recreational Reading for Part-time and Continuation Schools. March, 1922.
- No. 11. Bulletin No. 9. The Work of Juniors in Retail Grocery Stores. July, 1922.
- No. 12. Bulletin No. 10. Third Annual Report of the Director of Part-time Education. Stockton, California, October, 1922. (Out of print.)
- No. 13. Bulletin No. 14. The Administration of the Part-time School in the Small Community. Part One, March, 1924. Part Two, May, 1924.
- No. 14. Bulletin No. 18. The Part-time School and the Problem Child: An Investment in Social Insurance. April, 1926.
- No. 15. Leaflet No. 6. A Digest of Laws for Working Boys and Girls. June, 1927.

GENERAL VOCATIONAL EDUCATION SERIES

- No. 1. Bulletin No. 1. Syllabus of an Introductory Course on Part-time Education. January, 1920. (Out of print.)
- No. 2. Bulletin No. 20. A Study of Vocational Conditions in the City of Fresno. November, 1926. Price 50 cents.

(Continued on third page of cover.)

FOREWORD

California is greatly interested in the welfare of the boys and girls who are to be its future citizens. Laws are on the statute books to provide educational opportunities from the kindergarten to the university, and to secure a minimum amount of education to teach each child through compulsory school attendance provisions. Laws and regulations also provide safeguards to boys and girls who enter employment. Hazardous or unhealthful occupations are prohibited, and maximum hours, minimum wage, and standard working conditions are specified.

It is well for the boys and girls of the state to know of the regulations which affect them in regard to education and employment. It was with this idea in mind that Miss Hubener of the San Francisco Part-time High School, who has been dealing with young workers for a number of years, prepared this material as a study made in a class in administrative problems in vocational education. It is not intended to present all the laws affecting minors nor to give all the details of the laws mentioned, but to answer as clearly as possible the questions which minors may ask concerning their privileges and obligations in respect to schooling and employment.

This is the fifteenth publication in the series of bulletins and leaflets on part-time education published by the Division of Vocational Education of the University of California in cooperation with the State Board of Education. It was read and criticised by school administrators, attendance officers, the Industrial Welfare Commission, the State Bureau of Labor Statistics, and the State Department of Public Instruction, and was edited for publication by Emily G. Palmer of the Research and Service Center of the Division of Vocational Education.

EDWIN A. LEE,

Director, Division of Vocational Education.

A DIGEST OF LAWS FOR WORKING BOYS AND GIRLS

SECTION I

SCHOOL ATTENDANCE

The laws discussed in this leaflet regarding school attendance apply to minors between the ages of 14 and 18 years.

1. How long must a minor attend full-time school?

Ordinarily full-time-school attendance is required until a minor is 16 years of age.

2. What minors under 16 years of age may be exempted from full-time-school attendance?

Minors under 16 years of age may be exempted from full-time-school attendance:

- a. If attendance is inadvisable, due to mental or physical condition.
- b. If living too far from school.
- c. If attending a private school which meets certain requirements, or if tutored by a capable teacher at home during school hours.
- d. If a permit to work is granted. (See Section II, question No. 5.)

3. How do minors who leave full-time school continue their school education?

Minors 14 to 18 years of age who leave full-time school and are not high-school graduates are required to attend special part-time-school classes for at least four hours a week during the entire school year, unless exempted. (See answer to question No. 8.)

4. Who must attend part-time-education classes?

In general minors 14 to 16 years of age who have a special permit to work, and minors 16 to 18 years of age who leave full-time-school before completing a high-school course must attend part-time classes in communities which have established such classes. (For exceptions see Section I, question No. 8.)

5. What is taught in part-time-education classes?

The law specifies that the instruction shall be suited to the needs of the various persons attending the part-time continuation classes, and that no minimum uniform standard of proficiency in any of the subjects taught in the part-time classes shall be demanded. The Part-time Education Act makes the following requirements regarding instruction:

a. Subjects to be taught:

- (1) Short-unit courses *shall be* established.
- (2) Civic and vocational subjects, and subjects supplementing the various occupations *shall be* taught.
- (3) Instruction in elementary and high-school subjects *may be* given.

b. Individual council and guidance in social and vocational matters *shall be* provided those enrolled in part-time continuation classes.

c. Opportunity for training in skilled occupations *shall be* provided.

d. Home-economics subjects *shall be* offered for those needing or desiring such instruction.

e. Instruction in English and the duties and responsibilities of citizenship *shall be* provided for such non-English speaking pupils as have not a proficiency in our language equal to that required for completion of the sixth grade of the elementary schools of the state.

6. During what hours are part-time continuation classes maintained?

Part-time-education classes shall be held between the hours of eight o'clock in the morning and five o'clock in the evening during the regular school year. Such classes cannot be held on Saturday, on Sunday, or on a regular school holiday.

7. Can attendance upon evening classes be substituted for part-time-education classes?

Attendance upon classes after five P.M. cannot be substituted for compulsory part-time-school attendance.

8. Under what conditions are minors under 18 years of age exempted from all school attendance?

Minors are exempted from attending even part-time-school classes:

- a. If they have been graduated from a four-year high school, or if they have an equal amount of education.
- b. If they are mentally handicapped.
- c. If they are physically handicapped so that school work of any kind would seriously injure their health.
- d. If they are the sole support of helpless dependents, and this responsibility interferes with school attendance.

9. Is there any limit to the number of minors who may be given exemption from part-time-school attendance?

There is a limit to the number of minors who may be exempted from part-time-school attendance without a physician's certificate. No high-school board may exempt more than three pupils and, in addition, a number greater than 5 per cent of the total number of minors subject to the compulsory part-time-attendance laws.

10. When the age of a minor is in question, how can his statement regarding his age be verified?

The law requires schools to keep accurate records of all pupils in attendance. If contradictory birthdates have been entered at different times, the minor may be required to present evidence of age in the form of a certificate of birth, a baptismal certificate duly attested, a passport, or an affidavit of the parent or guardian.

11. Who will notify the minor that he is expected to attend part-time-school classes?

It is the duty of the part-time school to notify the parent or guardian of his obligation to see that the minor who must attend part-time-education classes takes advantage of the opportunity for further education.

- 12. Does a minor who is under 16 years of age who holds a permit to work have to attend school full time if he is not working?**

The law specifies that minors under 16 years of age must attend school full time during any period of unemployment. Within five days after the minor leaves his place of employment, the employer shall, in writing, notify the supervisor of attendance of the school district in which the minor was employed, or has been attending school, giving the last known address of such minor.

- 13. Are there any penalties if the minor, his parents, or his employer disregard the requirements concerning part-time-school attendance?**

The minor's permit to work may be revoked, the parents may be liable to fine, or to imprisonment, or to both, and, if the employer violates any of the provisions of the "Part-time Act," he may be subject to fine, or to imprisonment, or to both.

SECTION II

PERMITS TO WORK

1. What is a permit to work?

A permit to work and school-enrollment certificate is a legal paper issued by specially designated persons, according to the nature of the permit desired, to minors under 18 years of age before they are allowed to work.

2. At what age may minors work during vacation periods?

A minor over 12 and under 16 years of age may obtain a vacation permit. Vacation permits are granted to make it possible for minors to earn money by employment during the regular weekly school holidays and during any of the public-school vacations. A minor over 16 and under 18 years of age may secure a combined school-enrollment certificate and permit to work, as indicated in answer No. 7 of this section, which covers the vacation period.

3. Who grants vacation permits to minors under 16 years of age?

The principal of the school attended by the minor may issue the vacation permit. If the school is not in session, the custodian of the records of that school may issue the permit.

4. May minors under 16 years of age in attendance at full-time school secure a permit to work for wages after school and on Saturday?

Minors under 16 years of age must have a special permit to work after school and on Saturday. It is given to minors over 14 years of age, provided the hours the minor is required to attend school and the hours of work do not make more than 8 hours in any one day. This permit may be revoked if it appears that, due to the employment, either the minor's health or school work is suffering.

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5. May a minor under 16 years of age leave full-time school to support himself or to help support his family?

Relatively few permits of this kind are now issued as state and county aid can usually be secured so a minor need not leave school before the age of 16 years. A permit to work, however, may be obtained by the following minors under 16 years of age:

- a. Minors over 15 but under 16 years of age who have completed the seventh grade of a public-school course or its equivalent.
- b. Minors between the ages of 14 and 16 years who have been graduated from the eighth grade of an elementary school. No permit of this class will be granted unless:
 - (1) The parent or guardian presents a sworn statement showing absolute financial necessity for the earnings of the minor.
 - (2) A thorough investigation by the supervisor of attendance shows that the sworn statement represents the case accurately.

This permit shall be issued for only 6 months at a time. If the same conditions prevail at the end of that time, after proper investigation, the permit may be renewed. No permit to work will be issued to minors under 16 years of age unless the following information has been furnished to the person issuing the permit:

- a. The school record of the minor giving age, grade, and attendance for the current school term, signed by the principal or teacher.
- b. Evidence of age, such as the birth certificate.
- c. Written promise of employment from the prospective employer and a statement of the nature of the work.
- d. A health certificate signed by the school physician or other public medical officer.
- e. A sworn statement by the minor's parents or guardian that all statements made are correct.

6. **To whom should a minor under 16 years of age make application for a permit to work full time during the regular school year?**

The superintendent of schools or some one authorized by him has authority to issue a permit to work to minors under 16 years of age. In most high-school districts the issuing of such permits is delegated to the supervisor of attendance. When such permits are granted the minor is transferred to the part-time school, if one has been established in his district, where he must attend at least four hours a week.

7. **How may a minor 16 to 18 years of age obtain a permit to work?**

When a minor is in a school district maintaining a part-time school he may obtain a combined school-enrollment certificate and permit to work:

- a. From the principal of the full-time school which he is attending if he remains in that school.
- b. From the principal of the part-time school if he leaves full-time school.

8. **How long does the permit to work which is issued to minors 16 to 18 years of age remain in force?**

Permits to work issued during one term are valid only until 5 days after the opening of the following term, when a new permit must be secured.

9. **What is done with the permit after it is issued?**

One copy of the permit to work is sent to the parent or guardian of the minor, and another copy either is sent directly to the employer, or is given to the minor who must, in turn, give it to the employer for his files.

10. **Why is it necessary for the employer to have the minor's permit to work on file?**

The copy of the permit received by the employer is his authorization to employ the minor concerned for the period in which the permit is in force. The legal permit to work also informs the employer that the minor is entitled to certain educational opportunities, and prevents the employer from interfering with the further training opportunities which are offered to the minor by the school system.

Another reason for the employer's having this permit on file is connected with the state compensation insurance fund. Insurance rates differ according to the age of the insured. California requires employers to insure their employees against accident. If the minor should meet with an accident while performing his duties at work, the employer is liable. The permit on file is evidence that the employer should take out insurance covering minor employees. Without this permit on file, the employer cannot make claim for insurance. Likewise, if the minor has misrepresented his age, so that the employer has him recorded as over 18, the minor cannot expect to collect compensation for accident.

11. When a minor goes to a new place of employment how may he secure a permit to file with his new employer?

The principal who issued the original permit to work will issue a new or a duplicate permit for each new employer.

12. May a permit to work be revoked?

A permit to work may be revoked by the authority issuing it, or by the commissioner of the State Bureau of Labor Statistics.

13. For what reasons are permits revoked?

Sometimes it is found that the supposed conditions under which the permit was granted either never existed or have changed, or that certain regulations have not been observed. Sometimes the employer does not allow the minor to attend school. Sometimes the minor fails to report for his class work. In any of these cases, there is cause for revoking the work permit.

Where permits to work have been granted to minors between the ages of 14 and 16 years because of economic conditions in the home, the permit to work is revoked if the family circumstances improve so that it is no longer necessary for the minor to help support himself or his family.

An after-school permit may be revoked if the teacher of the minor can show to the satisfaction of the issuing authority that either the school work or the health of the minor is being impaired by the employment.

SECTION III
EMPLOYMENT

1. What are some of the regulations concerning working hours, and types of employment for minors?

Certain regulations of working hours and types or employment for minors are:

- a.* Minors under 18 years of age may not work for more than 8 hours in any one day nor for more than 48 hours in any one week unless engaged in agricultural or domestic pursuits, and then only if they are 16 years of age or over. Under the law, agriculture includes the curing and drying, but not the canning of all varieties of fruit.
- b.* The hours of labor for minors under 18 years of age must not be before the hour of 5 o'clock in the morning nor after 10 o'clock in the evening. It is through this regulation that night work is prohibited for minors.
- c.* The hours of employment for a minor plus his hours of attendance at compulsory part-time classes shall not be more than 8 in any one day. (Employment in agricultural or home-making occupations excepted.)
- d.* No minor under the age of 16 years shall work in any capacity or in any position that is considered dangerous to his life or limb, or injurious to his health or morals. (For complete list see Child Labor Laws, Sec. 4.) The Bureau of Labor Statistics may determine whether any particular occupation in which the employment of minors under the age of 16 years is not already forbidden by law, is sufficiently dangerous to justify their exclusion therefrom.
- e.* No girl under 18 years of age and no boy under 16 may be employed as a messenger for any telegraph, telephone, or messenger company, or in the capacity of messenger for the United States Government in a town of more than 15,000 inhabitants.

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- e.* No girl under 18 years of age and no boy under 16 may be employed as a messenger for any telegraph, telephone, or messenger company, or in the capacity of messenger for the United States Government in a town of more than 15,000 inhabitants.

- f.* No boy under 18 years of age shall be employed in messenger service before 6 o'clock in the morning or after 9 o'clock in the evening.
- g.* No boy under 10 nor girl under 18 years of age shall be permitted to engage in any occupation pursued in any street or public place, such as a dance hall, lobby, or auditorium of a theatre, in a town whose population is more than 23,000 according to the last census.
- h.* Minors between the ages of 12 and 16 years may receive a special theatrical permit, issued by the state labor commissioner. The minor must:
 - (1) Show satisfactory school attendance and scholarship.
 - (2) File a certificate of age.
 - (3) Satisfy the labor commissioner that the environment under which the work is to be performed is not detrimental to the minor's health and morals.
- i.* Minors between the ages of 15 and 18 years may appear in a performance, play, or drama after 10 P.M., provided such performance commences before 10 P.M. and provided that a special permit is obtained from the labor commissioner.
- j.* Minors over 8 years of age may be given permits to appear in any performance, concert, or entertainment during the public-school vacation. The state commissioner of labor must first be satisfied that the kind of entertainment, the conditions of employment, and the general environment will not be detrimental to the health or morals of the minor.

2. How may a minor secure employment?

A junior employment or placement bureau is connected with most part-time schools of the state. Any minor who wishes to secure work may register with the local bureau. If he then attends the part-time school daily while he is unemployed he can readily be found when an opportunity comes for the type of work he desires.

- 3. Is there any way for an employer to secure minor workers other than by chance applicants from the street or through newspaper advertising?**

The local junior employment bureau, conducted as a rule in connection with the part-time school, will have the necessary information regarding the qualifications, educational and personal, of young workers and is, therefore, in a position to make a wise selection of applicants for junior jobs. Through such a bureau permanent or temporary workers may be secured.

All employers should acquaint themselves with the telephone number of the local junior employment or placement bureau.

- 4. What fee is charged by the junior employment bureau for service to employers and employees?**

There are no fees attached to the junior employment bureau service. It is free to both employer and employee.

- 5. What are the ages of the workers whom the junior employment bureau serves?**

The junior employment bureau is a public service for minors up to the age of 21 years. However, most of the minors placed are between the ages of 16 and 18 years. This is because the worker under 18 years of age comes under the child-labor laws, and must have a combined school-enrollment certificate and permit to work on file with his employer to legalize the employment.

- 6. Who makes the regulations regarding the working conditions of minors?**

California has an Industrial Welfare Commission empowered to regulate the working conditions for minors in all places of employment.

- 7. What is meant by the word "minor" in the regulations of the Industrial Welfare Commission?**

The term "minor" throughout means a person of either sex, under the age of 18 years.

8. What factors of employment of minors are regulated by the Industrial Welfare Commission?

The Industrial Welfare Commission makes regulations regarding the minimum wage, hours of work, payment for overtime, day of rest, lighting, ventilation, temperature, conditions of floors, toilets, sanitation, wash rooms, lockers, rest rooms, time for meals, fire exits, etc.

9. Why is it that telephone operators and certain others work on Sundays and have a day off in the middle of the week?

Through the Industrial Welfare Commission the state says that women and minors who work full time shall have one day of rest out of every seven. In all industries which must offer the public almost continuous service—restaurant, hotel, telephone, and similar services—this requirement must be met by securing workers to supply the extra shift.

10. What is meant by a "full-time worker"?

A "full-time worker" is one employed from 6 to 8 hours a day according to the industry.

11. What is meant by a "part-time worker"?

A "part-time worker" is defined by the Industrial Welfare Commission as a woman or minor who is employed on an hourly basis for less than 6 hours in one day.

12. What is meant by a "special worker"?

A "special worker" is a woman or minor who is employed on a full-day basis for less than the standard week.

13. Are minors under 18 years of age who are required to attend part-time continuation classes called part-time, full-time, or special workers?

In general, they are special workers, because they are employed on a full-day basis for less than the standard week.

14. Are employed minors who attend part-time-education classes for four hours a week entitled to a full week's pay?

Minors who attend part-time classes who are classed as special workers are entitled to the rates of pay for special workers. Many employers make it a practice to consider their minor employees who are attending part-time school as full-time workers and pay them accordingly; other employers hold back a half day's pay until the minor is 18 years of age and then make an adjusted payment on the basis of success in school.

15. What are some of the obligations of the employer if he employs minor permit workers?

The employer of minor permit workers must comply with the following regulations:

- a.* In the employment of all minor permit workers the employer must notify the school principal of such employment in writing. He must briefly describe the character of the work the minor is to perform. This notice must also contain a statement of the days of the week and the time of the day during which the minor is employed.
- b.* He must keep on file the proper work permit and school-enrollment certificate or vacation permit issued by the proper educational officer in accordance with the law.
- c.* He shall keep a separate register containing the names, ages, and addresses of all minor employees under 18 years of age, and another for those under 16 years of age.
- d.* He shall keep posted in every room where such minors are working a written or printed notice of the working hours per day required of the minors.
- e.* He shall keep all records and files open at all times to inspection by school or labor-bureau authorities.
- f.* Within five days after the termination of employment of minors he shall notify the permit-issuing authority on the form provided for such notification.
- g.* At the termination of employment of minors working on vacation permits, the employer shall return the permit to the minor in question.

16. How is it that some minors receive lower wages than others of the same age?

A minimum wage for experienced workers is set by the Industrial Welfare Commission after the various types of industries are studied. The length of time necessary for one to serve as a learner or apprentice in these various industries is carefully figured. Wage scales are fixed for certain intervals during this apprenticeship period. At the expiration of that time, an apprentice should be able to meet the minimum requirements for the experienced producer. He is then put on the regulation minimum wage for experienced workers.

17. Who are considered experienced workers?

Experienced workers are those who have worked the required learning time in a given industry. The learning period varies according to the type of employment.

18. How may a minor find out about hours and wage scales in various industries?

Information regarding wages and hours of work may be obtained from the offices of the Industrial Welfare Commission, 620 State Building, San Francisco, or 1019 Sun Finance Building, Los Angeles. If a minor is already employed, he should read carefully all notices and orders posted in the work rooms. The Industrial Welfare Commission requires all employers to keep posted in a conspicuous place a bulletin of mutual interest to employer and employee.

If no printed bulletins and orders are in evidence in the work rooms, the Industrial Welfare Commission will be glad to have that fact brought to their attention, and the employer will be supplied with a sufficient number of the orders for his establishment.

19. Can the learner ever reach the minimum wage set for experienced workers in less than the usual apprenticeship period?

The apprentice wage set by the Industrial Welfare Commission is only a minimum wage and any employer may reward an apprentice for conscientious work by increasing his wage at any time. Pay-roll records are required and these help to show the employer the efficiency of the worker.

20. What is to prevent an employer from hiring all "learners" to keep his pay roll down?

The law limits the number of apprenticeship licenses granted in any one establishment. In industries where the Commission provides an apprenticeship period of 3 months or more, except in general and professional offices not connected with stores, factories, or laundry and dry-cleaning plants, employers are required to register as apprentices, all minors who are paid less than the legal minimum wage. This procedure protects the worker by defining the wage to which he is entitled in accordance with the length of his experience in the industry.

21. How are learners' licenses obtained?

Within two (or three weeks, according to the industry) after employment, the employer and employee must jointly fill out an application blank for registration of the employee as a learner. This form is sent to the Industrial Welfare Commission. The record of the worker is checked against the registration records on file in the Commission office. This is to give the worker full credit for his previous experience, and shows the value to the worker of having all employment recorded. It also serves as a check on the legal percentage of apprentices to which the employer is entitled.

22. How does the minor know his status regarding his application for registration as a learner?

After the application of the worker has been checked, a certificate of registration is issued in triplicate. The original and one duplicate are sent to the employer. He, in turn, gives the original to the employee, and retains the copy for his files. The third copy is kept for the Commission's files.

23. If an employer ever exceeds the legal percentage of apprentices, does the last apprentice lose his position?

The last apprentice may retain his employment, but the violation on the part of the employer is at once corrected. The Commission notifies the employer, who is thereby required to raise the wages of a sufficient number to the legal minimum wage to retain the last apprentice or learner.

24. **When the learner completes his period of apprenticeship, when he is raised to the minimum before the apprenticeship period expires, or when he leaves the firm, does he receive credit for his experience as a learner?**

When the learner completes his period of apprenticeship or changes his place of employment, the employer sends his copy of the certificate of registration to the Industrial Welfare Commission, reporting the status of the case. This copy of the certificate then replaces the triplicate which was kept in the Commission's files. In this way, the worker's record of experience is kept constantly up to date.

25. **Does the learner always receive the increase in pay set by the wage scale for learners?**

There is little chance for the employer to overlook these wage increases as they come due. The Commission requires employers to keep accurate records of their employees. These records include names, addresses, number of hours worked, and the amounts earned by all women and minor employees. These records shall be kept on file for one year.

During plant inspection by the agent of the Commission these certificates of registration are checked against the pay roll to assure the payment of the apprenticeship rate due.

To further assure proper payment of the apprenticeship wage, a monthly follow-up system is in force. Each employer of apprentices is notified by the Commission once a month of the date and the amount of increase due any learner in that month.

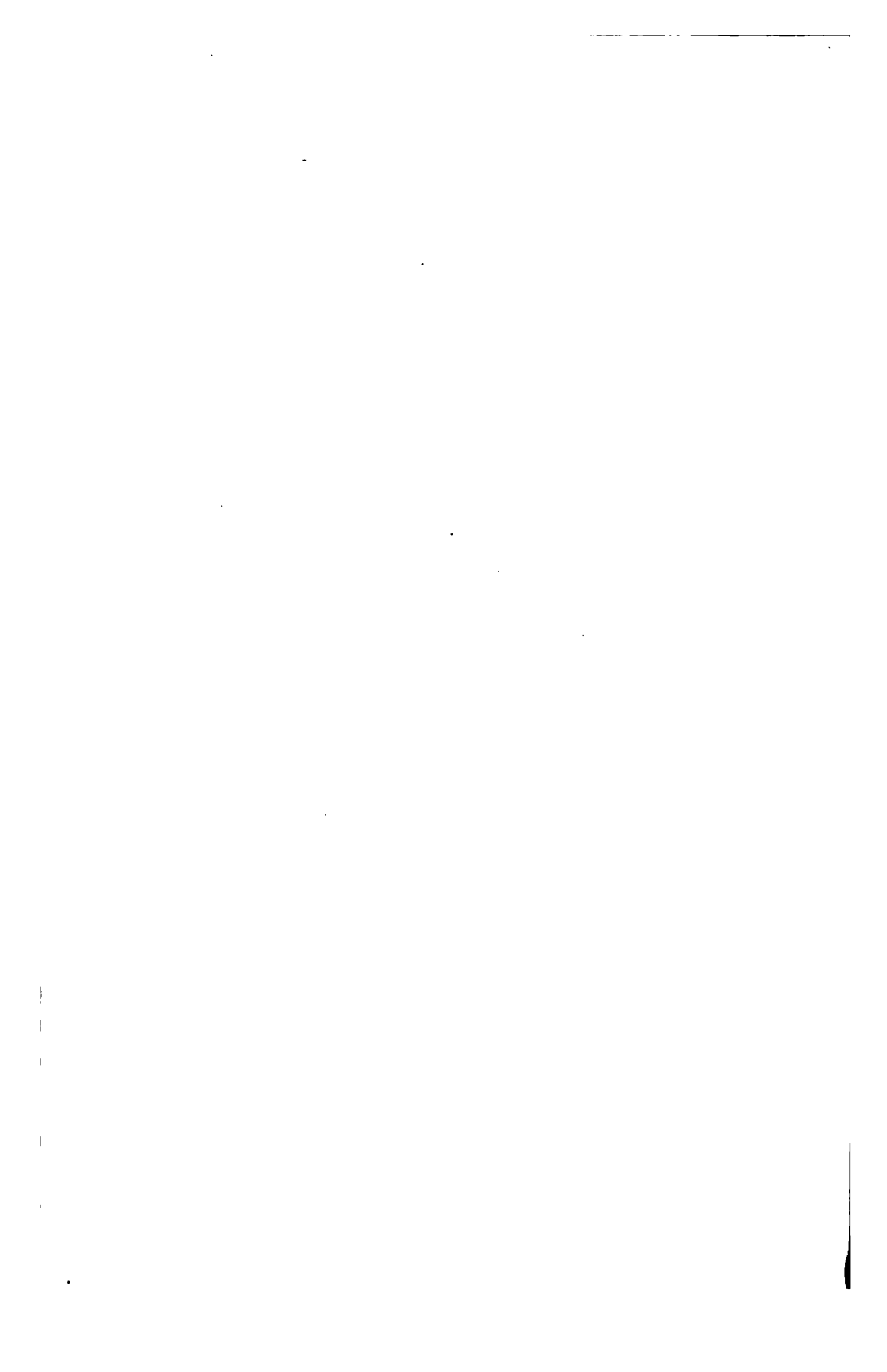
26. **Where may a minor apply for information regarding the standard working conditions to which he is entitled?**

The Industrial Welfare Commission issues printed orders regarding the working conditions for minors in various types of employment. A minor may obtain a copy of these orders by applying to the Industrial Welfare Commission either in San Francisco or in Los Angeles.

- 27. When a minor is working where conditions are not up to the standard prescribed by the regulations of the Industrial Welfare Commission what should he do?**

He should report the matter to the Industrial Welfare Commission. It is the purpose of this Commission, in so far as possible, to secure the observance of the standards as established by them. This can be done only through close cooperation with the industry and through routine plant inspection. If violations of the regulations are known to workers, the Commission welcomes the information and immediately investigates the situation. If cooperative methods do not afford full protection to the workers, legal action is resorted to for enforcement of the orders.





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DIVISION BULLETIN No. 24

DIVISION OF

Vocational Education

OF THE

UNIVERSITY OF CALIFORNIA and of the STATE DEPARTMENT OF EDUCATION

PUPILS WHO LEAVE SCHOOL

BY

EMILY G. PALMER

BERKELEY, CALIFORNIA
JANUARY, 1930

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- No. 15. Leaflet No. 6. A Digest of Laws for Working Boys and Girls. June, 1927.
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FOREWORD

Increasingly as the years go by, thoughtful educators are accepting the challenge implied in the fact that a great host of children annually leave school under conditions which on the surface may seem justified, but which really may be, and in some quarters are, interpreted as at least a partial failure of our public schools. Whether or not such an interpretation is justified can only be determined by careful study of the many and complex factors which cause children to leave school.

Dr. Palmer, in the study reported in this bulletin, goes to the heart of the problem with regard to a carefully selected and controlled group. Holding herself to the highest standards of educational research she has portrayed a complete picture of the actual conditions under which this group ceased to be children and began to be adults before their time. Her technique, her findings, and her conclusions will not alone make a significant impression on present knowledge concerning the problem she has studied, but they will set a standard and a pattern which future investigators will find it profitable to contemplate.

EDWIN A. LEE,

Director, Division of Vocational Education.

ACKNOWLEDGMENTS

In the task of collecting, organizing, and editing this study the author has had the very generous assistance and cooperation of so many people that it is difficult even to name them all. The cooperation of the Oakland School Department made the investigation possible. Special indebtedness is acknowledged to Dr. Richard E. Rutledge, director of the Bureau of Research and Guidance, and to his staff; to Morris E. Hurley, former principal of Merritt High School, and his staff of teachers; and to the principals and counselors of all the other high schools of the city for making it possible to interview and test the pupils and to examine school records. The principals and counselors of most of the other schools also made their records available for tracing the previous school records of pupils through the elementary and junior high schools.

The validity of the data is due to the care with which they were collected by the staff of assistants. To each of them great obligation is acknowledged: to Julia E. Smith for the collection of the social case records; to Elizabeth K. Livermore and Gertrude L. Frazier for collecting the previous school records; to the Social Exchange of Alameda County for the data from its files; and to many others who assisted in collecting and tabulating the data.

For most helpful and continuous counsel on the part of Dr. Harry D. Kitson, Dr. Percival M. Symonds, and Dr. Edward H. Reisner indebtedness is acknowledged for very definite assistance in organizing and interpreting the material, for suggestions in statistical procedure, and for historical setting.

And lastly to Dr. Edwin A. Lee, director of the Division of Vocational Education, University of California, obligation is expressed for permission to use the material collected through the Research and Service Center as the data for this study.

E. G. P.

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CHAPTER ONE

INVESTIGATIONS OF PUPILS WHO LEAVE SCHOOL

Follow-up of the product in an industry, of personnel work in an organization, or of guidance and education in a school system is one of the most effective ways of determining the success of the work attempted. The enforcement of compulsory continuation education in a number of states brought into the part-time schools many pupils who had been lost to the school system. Many of them had quietly withdrawn from school at the legal age, and no investigation was made regarding the cause of their leaving. Their presence in the classes of the continuation school offers an opportunity to follow up the results of the work of the school department; to see how far it has adapted its program to the needs of the pupils who do not complete the work of the secondary school; and to see how far its program of educational and vocational guidance has been successful.

The best kind of school organization and the most useful instruction for pupils in continuation schools have been puzzling questions to educators in every state in which an attempt has been made to establish such schools. Many sweeping generalizations have been made in regard to the boys and girls who enter the continuation schools, and upon such generalizations educational programs have been made. More definite knowledge of the factors involved, of the significant characteristics and special needs of the pupils who leave school before receiving all that the school system has to offer them, is necessary before there can be either adequate organization or effective curricula for the continuation school.

To obtain information basic to both of these problems has been the purpose of this study. An analysis of the factors accompanying early elimination from school by means of a comparison of two groups of pupils—those who dropped out of school, and those who remained in school during the same period—was the method selected for attacking the problem. Case studies provided the data.

The elimination of pupils from the public schools has been a topic of concern to educators for many years. More than a half century ago school superintendents began to feel that the elimination from school was too great to be ignored, and that causes should be found and conditions remedied.

Retardation was early found to be closely related to elimination from school and the two factors have resulted in many studies which have, no doubt, been stimulating forces in bringing about a reorganization of the school system. The first person to call nation-wide attention to the problem of elimination of pupils from the public schools seems to have been W. T. Harris, then superintendent of schools in St. Louis. His speech before the National Education Association in 1872 pointed out the decrease in the size of classes in the elementary schools (1872, Harris)* He placed the blame for these conditions on the school, the home, and the child. Defective grading and too rigid classification, injurious discipline, "worthlessness of some parents," neglect of school in early years or entrance when too young, the "pecuniary urge," and the desire for a business education which could be obtained quickly outside of the public schools were the chief reasons given by him for the elimination of pupils from the schools of St. Louis. These conclusions were drawn from observations and not from investigation; however, much credit is due Superintendent Harris for the impetus which he gave to the investigations which came later. Much of the interest in the study of elimination from school later centered in St. Louis.

Before 1900 early withdrawal from school had been mentioned in two reports of the St. Louis public schools, in two reports of the U. S. Commissioner of Education, and in an article in the Educational Review. Two of the articles were by Professor C. M. Woodward, then at Washington University in St. Louis. (1894 and 1899, Woodward)

QUANTITATIVE INVESTIGATIONS

By 1900 great interest in the extent of elimination from school had developed and efforts were made by eminent educators to determine the real percentage of retardation and elimination from grade to grade. The basis of computing the normal number of pupils at any age was a matter of debate and controversy for years. Thorndike, Ayers, and Strayer made the best-known contributions to the subject of elimination from school during the period 1900-1912.

SUBJECTIVE STUDIES

At the same time that these investigators were making quantitative studies of the amount of elimination and retardation, a still larger number of studies was being made in an attempt to determine the causes of elimination. The methods used were entirely subjective.

* References in this chapter are to the chronological bibliography in the appendix.

In some cases teachers were asked to give the reasons for the withdrawal of pupils from school; in other cases the pupils themselves were asked their reasons for leaving; and in still other cases pupils in school were asked why their friends left school. As a result conclusions differed widely. One investigator found that "temperament" was a determining factor in school expectancy; another found ill-health and economic causes the chief reasons for elimination; another ranked as most important low ideals and lack of discipline at home, and as least important inability to do school work; and still another investigator found indifference and loss of interest as the two most important reasons for leaving school. Dr. Book is one of the best-known investigators of this group of men. After the advent of mental testing procedure, he made other more objective investigations. (1904, Book)

TRANSITION STUDIES

Three investigations were published in the period 1912-14 which marked a decided change in procedure from the subjective to the more scientific methods. Although investigations were made before the use of standardized tests, the authors made an attempt to find some objective standard of measurement.

Dynes proceeded from the hypothesis that class standing was a measure of the pupil's ability to do school work. He accordingly took the records of twenty-three different classes in Iowa City High School to determine the percentage of elimination and of success or failure. His conclusions point to a greater elimination of boys, to a high percentage of elimination during the first year of high school, to a close relationship between elimination and failing grades, and to a relationship between elimination and over-ageness. (1914, Dynes.)

Van Denburg made a study of pupils who entered a number of the high schools of New York City between the years 1905 and 1910. Each child who enrolled in high school filled out a record card giving age, position in the family, state of health, nativity of father, occupation of father, choice of occupation by the pupil, occupation of older brothers and sisters, and the pupil's own estimate of the value of a high-school education. Additional data concerning the economic status of the family, as determined by rentals paid, were obtained through a house-to-house visit in about half the cases. A total of 1002 pupils, 382 boys, and 620 girls, was thus studied.

The pupils were grouped into nine sections according to the length of time they remained in school; the first group comprised the pupils

eliminated during the first term, and the last group contained those who remained a ninth term to complete the high-school course. Comparisons were made regarding the age of entrance and elimination or retention; in the same way each of the items on the enrollment card was examined, with the added data on grade attained, monthly rental, and percentage of elimination. (1912, Van Denburg.)

Van Denburg's investigation showed certain factors which apparently were contributory to graduation on time. Among them were: the age of the pupil when entering high school, the nationality of the father, the father's occupation, the rent paid for the home, the choice of a career by the pupil, his school expectancy when entering high school, and his early promise in high school as rated by teachers. Two rather striking facts were brought out by this investigation: first, that an unexpectedly large number of pupils dropped behind their classes in high school and were graduated one or more semesters later; and second, that elimination was affected less by limited ability than by the fact that the pupil had made an occupational choice which required the completion of the high-school course, or that the pupil entered high school with the intention of completing the course. By determining critical scores for completion of the high-school course, Van Denburg showed how all non-graduates could be predicted and so eliminated, thus reducing the cost of secondary education if that seemed desirable. If that did not seem desirable, then, he insisted that for the 75 per cent who were eliminated before completing the requirements for graduation certain adaptations of the high-school course should be made.

STUDIES OF THE WORKING CHILD

In the same year that Harris made his speech on "The Early Withdrawal of Pupils from School," the Massachusetts legislature passed a law authorizing "the establishment and maintenance by any town or city of any sort of an industrial school as a part of its public-school system." (1872, 86, P.S. 44, section 8) The advocates of this law seem to have been premature in their efforts as there is no record of the establishment of such a school before 1898, when the city of Springfield availed itself of the privilege.* Seven years later enough interest in vocational education of secondary grade was aroused to sponsor an investigation of children after they were eliminated from school and had become workers. This first study was instigated by the

* Warner, C. F. Industrial Training in the Public Schools. Charities and the Commons, 19:826. October, 1907.

Commission on Industrial and Technical Education appointed by Governor Douglas of Massachusetts in 1905. Carrol D. Wright was chairman of the commission and Susan M. Kingsbury was secured to make the investigation. The questions studied were in relation to the nature of the work of 14- and 15-year-old boys and girls, the educational and economic value of the work in its present state and what it might be, the economic status of the parents, and their attitude toward continued education. The investigation was conducted in 43 cities and towns in every section of the state and included a study of 5459 children, 3157 homes, 354 establishments, and 55 representative industries. A number of significant conclusions were drawn concerning the questions asked, but the investigator lacked the statistical tools to make the most of the data, which were rich in possibilities. In general, Miss Kingsbury's conclusions were: that only one-sixth of the pupils 14 and 15 years of age who left school had completed the grammar grades; that the class of family had little to do with elimination from school after the child had passed the seventh grade; and that the child, himself, was responsible for leaving school. (1906, Kingsbury)

The report of the "Douglas Commission" was followed by a series of investigations of the working child, four or five of which are of special interest. One of the earliest was conducted under the auspices of the U. S. Bureau of Labor and was comprehensive yet detailed. From seven different communities in two northern and two southern states 622 children were studied in regard to the following items: nativity, and race of parents and children; industrial history of children; family and individual differences; housing conditions; attitude of children and parents toward school, and toward manual, industrial, or trade training; ability and willingness of parents to keep children in school longer; and the reasons for leaving school. Data were also gathered regarding employment, methods of securing work, effect of work on the behavior; health of the children and of other members in the family; ambition of the children and of the parents for them; use of leisure time; attitude toward evening school and other educational opportunities and their use of them, illegal employment of children, and conditions of employment which should have been illegal but were not. Visits were made to the employers to learn their opinions of the children employed, the opportunities for advancement offered the children, the educational needs of the industry, the sources of supply for the different grades of skill required, and the number of employees of each grade and wage. Finally, school statistics were obtained in regard to the grade attained by the children.

One of the greatest contributions of this report was the study of the economic problem in the homes of the working boys and girls. Estimates were made in the case of only 54 families, but the data were unusually complete. The family income was computed as the earnings for the year, less rent or taxes, less sickness and death expenses, and less earnings of children under 16. This resultant was divided by the number in the family. If the per capita weekly income less all deductions was \$2.00 or more, the family was considered able to keep the child in school. In only 30 per cent of the cases did the child's earnings seem necessary for the family; in nearly 29 per cent more cases they were merely desired. About 27 per cent of the withdrawals were laid to dissatisfaction with school. (1911, U. S. Bureau of Labor)

Remarkably complete data were secured concerning the group of working children. Later investigations have added more details in regard to home conditions, and mental testing has given other means of comparison, but it is doubtful if more complete economic data than is reported in this investigation have yet been secured.

Holley made an investigation in Illinois to find the value of home culture in determining the length of stay in school. His criteria for home culture were the education of the parents, the financial status of the family as shown by income and rent, the number of books and magazines, and the type of clubs and organizations with which the father was affiliated. (1916, Holley)

A number of investigations originated with certain clubs interested in child welfare in Chicago. The children employed in the stockyards and other industries were investigated by E. L. Talbert (1912), Sophonisba Breckenridge and Edith Abbott (1915), and Louise Montgomery (1915).

State and federal labor and children's bureaus also made investigations of the type of employment in which minor workers engaged. Such a study is reported in the twenty-fourth annual report of the Maryland Bureau of Statistics and Information. (1915, Maryland) The U. S. Children's Bureau reports two investigations in New England. (1920, Woodbury; 1922, Woodbury) About the same time a state-wide investigation was made in New York State (1921, Burdge) and one of the more recent is an investigation in Iowa. (1926, Iowa)

The New York State investigation resulted from a law compelling boys 16, 17, and 18 years of age to enroll with the State Military Training Commission. Dr. Burdge, who was director of the Vocational Training Bureau of the Commission for the State of New York, devised the blanks filled out by 186,000 boys. About 148,000 boys were out of school and this number would have been greatly increased had it not

been that at that time (November, 1918) many boys 18 years of age were in the army. From this very large group, Burdge found that most of the boys left school because they wished to do so. This investigation did not reach the real reasons for their desires to leave school, but the conclusions seemed to confirm those reached in the investigation by the U. S. Bureau of Labor that only a small percentage of the pupils leave school through economic necessity. About 15 per cent of the boys reported that they left school for economic reasons. The whole report bristles with facts showing the need for guidance of boys who leave school to go to work. (1921, Burdge)

A still more recent investigation in New York dealt with the health problems of employed minors. (1924, New York) The department of labor secured very thorough medical tests of the employed children, and investigated the nature of the employment to determine how frequently the employment exaggerated the physical defects found.

A number of recent investigations in local communities have been made to cover some specific phases of the problem of the employment of minors. Two University of Michigan investigations were made in Detroit. The first was a study of the junior workers with special reference to the nature of their work and their attitude toward it (1923, Crockett); and the second was a follow-up study of sub-normal girls to determine the type of employment they could secure, and the labor turnover. (1925, Carpenter) In Pittsburgh a study of five hundred boys and girls, 14 to 16 years of age, their names taken at random from the files of the placement office, revealed the type of employment obtained, the labor turnover, the amount of idleness, the attitude of the parents toward school, and the children's reasons for leaving school. (1925, McClure) A similar investigation was made under the auspices of the Consumers' League in Toledo. (1926, U. S. Council of National Defense)

Two recent investigations of similar nature have been made in Philadelphia. The first was sponsored by the White-Williams Foundation. Firms employing five or more continuation-school pupils were visited and officials in charge were interviewed. The report deals more with the nature of the work than with the nature of the workers. (1924, Griscom) The second investigation was made under the auspices of the graduate department of social research at Bryn Mawr College. Five hundred girls, 14 to 16 years of age, enrolled in continuation schools were included in the study. Interviews with the girls, and visits to their homes furnished the data. Indifference of the girls toward work and the need of guidance and recreational opportunities are brought out in the report. (1928, Ormsbee)

During the same period, from 1906 to the present, similar investigations were made in England. In 1909 a consultative committee made a study of employed minors, and recommended the establishment of compulsory continuation schools. (1909, Great Britain) The annual reports of the Ministry of Labour in recent years contain reports of the types of juvenile employment. (1924, Great Britain) A more thorough investigation of the personal circumstances and industrial history of over five thousand boys and girls registered for employment at the employment exchanges was made to determine, in so far as possible, the amount of unemployment and the employability of the boys and girls. (1926, Great Britain)

Other investigations of the employed minor have been made which include psychological data. These are classified under psychological studies and are reviewed in the next section.

PSYCHOLOGICAL INVESTIGATIONS

Since the advent of mental testing, many investigations have been made of the mentality of the child who leaves school. The first investigation of this type was begun in 1911 in Cincinnati by Dr. Helen T. Woolley, who made a follow-up study of working and school children for a period of years, to determine the degree of difference between mental and physical traits of the average school child and the average working child of a given age. (1914, Woolley) The stupendous piece of work accomplished by Dr. Woolley can be imagined when the type of tests is considered. The tests now commonly used were not then available and the older mental and physical tests were given. Memory, cancellation, *Aussage*, distribution, completion of sentences, construction of puzzles, recognition, mechanical puzzles, mutilated text, association by opposites, cause and effect, and hard directions were some of the tests used. Over 2000 boys and girls were included in the investigations, though complete data were secured for only about 750. An attempt was made to test each child at yearly intervals from ages 14 to 18, and to investigate industrial histories, social status, and home conditions. In general, it was found that "school children are superior to working children in both physical tests and mental tests at every age level from 14 to 18 years." It was also found that, "while the two groups approach one another in physical tests and measurements, so that the difference between them is less at eighteen than it was at fourteen, they recede from one another in mental tests, so that the difference is greater at eighteen years than it was at fourteen." (1926, Woolley)

An extensive investigation, which indirectly showed the characteristics of the children eliminated from school, was conducted by Counts during the years 1919, 1920, and 1921. He attempted to answer the question, "Does the high school differ from the elementary school chiefly in the age of its pupils?" The investigation was carried on in four widely scattered cities: Mount Vernon, New York; Bridgeport, Connecticut; St. Louis, Missouri; and Seattle, Washington. A total of 17,992 pupils was included. Not only did he find that the elementary schools differed from the high schools, but also that the senior classes of the high schools differed from the freshman classes. His conclusions were that selective forces were at work in eliminating pupils from school, chief among which were mentality and parental occupation. (1922 Counts)

An investigation of five communities in one state was conducted in Massachusetts by Hopkins. He gave the Dearborn tests to 1980 pupils in the regular schools and to 1200 pupils in the continuation schools of the same cities. The median mental age of continuation-school pupils, he found, was 2 years 6 months lower than that of pupils who remained in school and concluded that, "Inability to do the work of the regular school is by far the most important factor." (1924, Hopkins)

Dr. Hopkins, however, made very little investigation of other factors. The reason for leaving school seems to have been investigated in only 263 of the 1200 cases and the reported homes visited were the homes of only the 15 pupils who *said* that the reason for leaving school was economic necessity. These facts scarcely warrant the conclusions that only one child left school for this reason.

One of the most recent investigations of the pupils who leave school early was made in several cities in Ohio. Over 1500 pupils were included in the investigation; of these 1300 were general continuation-school pupils and 160 were full-time-school pupils. J. Ray Stine, who conducted the study, was interested primarily in discovering the abilities, rather than the disabilities, of part-time-school pupils. He also tried to show that "each city has problems of an individual nature." Toledo, Lima, and Fremont were the three Ohio cities compared. The Dearborn General Intelligence Test, the Stenquist Assembly Test (Minnesota revision), the I. E. R. General Clerical Test, and the Stine Measurement Test were given to full-time-school and part-time-school pupils. Had the full-time-school group been a random sampling and approached the other group in size, this investigation would have yielded very significant results. From the data available, the conclusion is reached that "the upper 50 per cent (of

continuation-school pupils), all tests considered, are normal students. They nearly equal the full-time students in average I Q and Dearborn scores. They exceed full-time students in Assembly and Measurement Scores." (1927, Stine, p. 49)

Another state-wide investigation of continuation-school pupils was made in Wisconsin where over 1800 pupils were given the Terman group test. (1927, Sudweeks) Whereas Stine found the average I Q for the part-time-school group to be 99.5, Sudweeks in Wisconsin found the median I Q to be only 85.5; the large difference of 14 points probably cannot be accounted for entirely by the fact that the former investigator used the Dearborn test and reported the mean and the latter used the Terman group test and reported the median.

In several local communities, brief studies of the mentality of continuation-school pupils have been made since 1920. Dr. Ruth S. Clark made an investigation of 768 continuation-school pupils in New York City (1921, Clark); Caroline M. Reedy tested over 1300 pupils in Reading, Pennsylvania (1923, Reedy); and O. M. Plenzke gave the Terman group test to 190 pupils in Menasha, Wisconsin. (1924, Plenzke) In each case the median intelligence quotient of the group tested was reported as below normal, but there was wide divergence between the medians, one being 69.5 I Q, one 80 I Q, and the other 90 I Q.

Among recent English investigations of this nature, one under the direction of Cyril Burt was an experiment regarding the possibility of giving vocational guidance to children leaving the elementary school. Among the 2000 boys and girls included in the study 100 pupils were tested for various traits and the results were compared with the advice given. (1926, Burt)

CONCLUSIONS

From a review of the investigations of children eliminated from school there appear to be several points of agreement and disagreement in regard to findings and conclusions, as well as many aspects of the problem which need to be investigated. Some of the points of agreement are that:

1. On the average, pupils who are eliminated from school make mental test scores below the standard for their age.
2. On the average, the pupils eliminated from school are over-age for their grade.
3. On the average, the families of the pupils eliminated from school are on a low economic level, but not so low as to make poverty a major cause of elimination.

4. The type of instruction and the range of curricula have not been found which adequately correspond to the abilities and recognizable needs of the entire group of pupils in school.

Some of the points regarding which there is disagreement, are:

1. The degree of difference in mental-test ability between children who remain in school and those who leave.
2. The factors which are chiefly responsible for elimination from school.
3. The share of responsibility to be assumed by the school for the elimination of pupils.
4. The responsibility of the public school to continue its wardship over the pupils who do not continue in full-time school.

Many phases of the problem of elimination have not yet been investigated with care and many experimental studies are needed before valid conclusions can be drawn. Some of the aspects of the problem which remain to be investigated are:

1. The relation of health to elimination from school.
2. The effect of early home training and home atmosphere on elimination from school.
3. The effect of various methods of instruction and curricula on retention in school.
4. The effect of various plans of guidance upon elimination or retention.
5. The responsibility of the part-time school toward the pupils eliminated from the full-time school.
6. The variation in communities in regard to the major factors in elimination from school.
7. The method of survey by which the major factors of elimination may be determined in any community.

Aside from very general conclusions upon which there is agreement, any community may be in doubt as to the explanation and nature of elimination in its own public schools. This investigation of the factors accompanying elimination from school in a community whose population is about 225,000 was intended to provide a feasible plan by which a city may study its problem of elimination and secure basic data for two activities: first, re-directing its high-school program to meet the needs of a greater number of pupils; and second, organizing the continuation school and developing its curricula.

CHAPTER TWO

GENERAL PLAN OF THE INVESTIGATION

For an investigation of the factors accompanying early elimination from school, it seemed desirable to select a school system offering as nearly normal conditions as possible in regard to education, employment, and racial groups. The thoroughly modern school system of Oakland, California, with its junior high schools, testing program and provision for accelerated, retarded, and other atypical groups, and its vocational classes and other special curricula presented conditions in which elimination, due to school causes alone, seemed to be at a minimum. Oakland is a city in which there is no undue amount of poverty or unemployment, and in which there is, according to the census, a rather wide distribution of racial groups. It provides both commercial and industrial employment to juniors as well as to adults, is large enough to furnish sufficient cases for reliable conclusions, and not too large to secure a fair sampling for intensive study.

SELECTION OF LIMITING FACTORS

Age-range of pupils.—Full-time attendance in school is required in California up to the age of sixteen. Certain exceptions are made in the case of pupils whose parents can give evidence that the wages of their children are needed for the support of the family. During the school year 1925-26, according to reports in the office of the State Commissioner of Vocational Education, from the "standard part-time schools," of which there are 34 in the state, only 12.3 per cent of the part-time-school pupils were 14 and 15 years of age. It is evident that this group constitutes only a small part of the enrollment. They, therefore, were not included in the present investigation which is limited to pupils who left school without legal restriction and to pupils of the same age who remained in school voluntarily, that is pupils between the ages of 16 and 18.

Source of eliminated pupils.—The investigation of pupils eliminated from school was limited to the pupils 16 to 18 years of age who left any of the Oakland schools and enrolled in the part-time school. The attendance department of the Oakland school system was very active in attempting to secure the attendance in the part-time school of all pupils who leave the regular school, and an exemption from such

attendance is rare; hence, the school furnished the best place to find the desired pupils. These pupils were studied during the spring of 1926.

Source of the full-time-school group.—For comparison with pupils who left school, there was selected a control group of pupils 16 to 18 years of age who, during the period under consideration, voluntarily remained in school and re-entered in the fall.

The study of the control group was necessarily delayed in order to determine who would remain in school during the entire semester. When the fall term opened, an attempt was made to take a random sampling of pupils who might legally have left school during the previous term, but who remained and re-entered in the fall. The selection of this group presented some difficulties. At first it seemed desirable to select pupils of the same age, from the same schools, who could be paired for study. A visit to both the elementary and junior high schools, after the summer vacation, showed immediately that this plan was impracticable as pupils over 16 years of age were not to be found in any appreciable numbers in these schools. It then became a question as to where the average child 16 to 18 years of age was to be found in Oakland. A count of the records of the previous June showed that 211 of them had completed the high-school course. An investigation of the fall enrollment records showed that only 198 pupils over 16 years of age were to be found in the junior high schools. An investigation in several of the elementary schools which were expected to have a few 16- or 17-year-old pupils revealed only one or two, so it was estimated that from all the elementary schools not more than ten pupils would be added to the list. This would make a total of 208. As the pupils who had been graduated in the spring, an accelerated group, were not available for study, it seemed wise to eliminate from the opposite end of the scale the nearly equal group of retarded pupils in the elementary and junior high schools. This left the six high schools of Oakland as the source of pupils remaining in school after the age of 16 years.

Other limitations.—Certain other factors made some delimitation of the two groups necessary. First, there were many considerations which made it desirable to complete the study within the year. As the social data would be the most difficult to standardize, it was advisable to make use of the same social case worker for all home visits. This procedure limited the number of pupils who could be studied within the year. The study was planned to include 250 pupils leaving school in the spring of 1926, but it proved impossible to secure data

regarding more than 220 during that time. Second, in order to secure uniform previous school records, the selection in each group was limited to pupils who had attended some Oakland public school for at least one year previous to 1926. Third, any pupil included in either group must be available for study. Very irregular attendance, moving out of town, and returning to full-time school from the part-time school eliminated a surprisingly large number of pupils.

Factors to be investigated.—Significant differences could not be determined in advance. It was, therefore, decided to gather as much material as possible and later to eliminate the least significant data. Reference was made to many other studies of children eliminated from school and suggestions were used regarding material which previously had been found to be significant. The following factors were listed for investigation:

1. Age and sex of pupils.
2. Nativity of pupils and their parents.
3. Teachers' estimates of success in school and last grades received.
4. Mentality and progress in school.
5. Social or anti-social reactions.
6. Home and family conditions.
7. Financial status.
8. Social status.
9. Reasons for leaving school.

It was hoped that data regarding health also could be obtained, but records were found to be incomplete, due, no doubt, to the constantly changing population of Oakland. Although the school department was glad to offer its limited resources, only one physician was available for all the high schools and hence health examinations were necessarily superficial. Under the circumstances, it was felt that the results obtainable would not justify the expenditure of time necessary to bring all health records up-to-date.

MATERIALS AND METHODS USED IN THE STUDY

The sources from which information was derived were: (1) school records; (2) information from teachers or counselors; (3) interviews with pupils; (4) interviews with parents or guardians; (5) report of visit to any social agency made by any member of the family from the files of the Alameda County Social Exchange; (6) valuation of property from the county assessor's office; and (7) scores on mental tests administered by the Department of Guidance and Research of the Oakland public schools.

. The school records consisted of: (a) enrollment cards; (b) personal data cards; (c) pupils' elementary school term record cards; and (d) school grades for the last semester in school. The data derived from each of the records are described below.

The enrollment card gave rather full information regarding part-time pupils. It included in addition to the usual items of name and address: telephone number and name of parents, occupation of the father and of the mother, or of the guardian, name of the school last attended, birthplace of the child and of his parents, subjects liked or disliked, and employment history. In the high schools, the enrollment card was smaller and contained only the first five items.

The personal data card was available for only the pupils whose intention of leaving school was known to the counselor. The "elementary school term record card" was available for the pupils who left an elementary school, and for a few pupils in high school where records were most valued. This card showed the progress of the pupil from grade to grade, attendance record, and conduct and scholarship ratings. These records were valuable in verifying the pupil's own story of his school progress.

School marks were obtained from the ordinary files in each school. In a few cases no record of school marks could be found, because the child had transferred from one school to another and had not remained a full term in the last school.

Other information was obtained from teachers and counselors in regard to the pupils' success in school studies, and their social reactions. This was not an entirely reliable source of information, as it often happened that pupils who had dropped out of school made little impression on the counselors, and their school activities were only vaguely known.

The interview with the pupil by a skillful investigator seemed to be the best source of data. In the hour's interview the information previously obtained from the schools was checked and further information regarding home conditions, number in the family, the child's reason for leaving school, and other data were obtained. The interview was never formal. The pupil was encouraged to discuss his problems, but few direct questions were asked him. There is no doubt that the unrecorded results of these interviews were among the most valuable outcomes of the study. Changed programs, more effective efforts to secure employment, better understanding of the school on the part of the child, and a clearer view of his own problems and responsibilities were the immediate results of the interviews.

The same investigator, as a visiting teacher, called at the homes and interviewed the parents or guardians. The information regarding financial and other personal matters is not always complete, because it was not offered by the parent. However, such data as were obtained are believed to be far more nearly accurate than they would have been had the visiting teacher asked direct questions. Previous to undertaking the gathering of this part of the material, the visiting teacher had been employed by a social agency in the same city. It was of interest to her that parents offered to a representative of the schools much more information than they gave her as interviewer for a social agency. Hence the completeness of the information obtained in this way is not only evidence of the powers of observation and tact on the part of the visiting teacher, but also evidence of the confidence of the parents in the public schools.

The files of the Alameda County Social Exchange contain the names of all persons who make application for assistance from any of the agencies in the county. From these files, the name and date of application for assistance of any member of the families concerned in the investigation were secured.

The Terman group test, form B, was selected because it correlates well with success in school, and would, therefore, give some indication as to whether the pupils in question could have succeeded had they remained in school. It would have been desirable to give each child a battery of tests, but such procedure was impossible in the short time allowed for the investigation. The constantly changing personnel in the part-time school made a rapid cross-section study a much more feasible type of investigation.

COLLECTION OF THE DATA

The study was begun in February, 1926, in the Oakland Part-time High School. A series of schedules was devised and included: (1) a face sheet with blanks for certain identification data and previous and present school records; (2) a sheet for additional information from previous schools; (3) a sheet for family data, including number of members, age and occupation of each, income, and expenditures; (4) a sheet for home conditions to be checked for items regarding residence, furniture, luxuries, and conveniences in the home, and home atmosphere; and (5) a sheet for neighborhood conditions and additional remarks. The added remarks were invaluable in interpreting the data regarding the home. This indicates, of course, that even

from a checked blank the interpretation is somewhat subjective. Special blanks were made for the collection of the social exchange and county assessor's records.

The selection of groups for investigation.—The group of pupils who had left school was selected first. Several considerations entered into their selection: it was desirable that previous school records should be available, that conditions leading to separation from school should have changed as little as possible, and that previous teachers should be able to recall the pupils in question and give certain facts regarding their career in school. As has been said, the Oakland Part-time High School was taken as the source of such pupils. They were selected, beginning with file number A800. Every pupil enrolling in the school from this number on was investigated as rapidly as possible in order to include within the term as many cases as possible. The pupil numbered A800 enrolled on December 9, 1925, and the last one selected enrolled on April 5, 1926. The limitations as to age, previous attendance in an Oakland public school, and residence in the city long enough to secure the tests and interviews cut the number on the list almost in half. The first 202 pupils selected fell between file numbers A800 and A1173, inclusive. There were 379 pupils in all and 40 per cent were eliminated. The two largest groups eliminated were pupils under 16 years of age and pupils from schools outside of Oakland. The three next largest groups eliminated were pupils who moved away from Oakland, permanently or temporarily, pupils who became 18 and left before all the data could be secured regarding them, and pupils who returned to full-time school after a brief stay in the part-time school. An accounting for the complete list is given in table 1.

When file number A1178 was reached, the term was nearly over and it seemed desirable to secure as many more pupils as possible. Consequently, a list of the next 78 names was added in order to give the interviewer opportunity to find some pupil in attendance any half day she visited the school. Again 40 per cent were eliminated by the rules stated, leaving 49 available for study. Only eighteen of these could be investigated before the close of school. No conscious factor of selection entered into the choosing of this last group except their availability for interview and testing on the days given to that work.

Reasons have been given for the selection of the six high schools of Oakland as the source of pupils remaining in school after the age when they might legally withdraw. This group was selected in the fall one month after the opening of school. Again as large a number of pupils as possible was desired. Aided by an earlier start in the term and experience gained from the previous spring, an investigation

of 250 pupils was accomplished. The desired number of pupils was distributed among the high schools according to their enrollment the first month of school. This procedure led to a slight irregularity which was not discovered until the investigation was completed. Two

TABLE 1
THE NUMBER AND SEX OF PUPILS INCLUDED OR EXCLUDED FROM THE
INVESTIGATION IN THE OAKLAND PART-TIME SCHOOL

Causes of exclusion	Total	Males	Females	Sex unknown
Total between A800-A1245.....	456	246	200	10
A. Total included in first section.....	378	206	165	7
Total included in study.....	202	101	101	....
Total omitted.....	176	105	64	7
Omitted because:				
Under 16 on entering.....	36	26	10	....
From outside school.....	31	23	8	....
Became 18.....	18	9	9	....
Returned to full-time school.....	18	11	5	2
Moved away.....	19	11	7	1
Came from parochial school.....	11	6	5	....
Transferred to other part-time schools in state..	10	5	4	1
Excused temporarily.....	9	7	2	....
Exempted.....	4	1	3	....
Dead.....	1	....	1	....
Address lost.....	1	....	1	....
Made up time and left.....	1	1	....	....
Dropped school year prior.....	1	....	1	....
Did not attend part-time school.....	3	2	1	....
No name on file.....	3	....	....	3
Married and excused.....	3	....	3	....
Unaccounted for.....	7	3	4	....
B. Total included in second section.....	78	40	35	3
Number available for study.....	49	25	22	....
Number included in study.....	18	11	7	....
Number omitted for lack of time.....	31	14	15	....
C. Total included in study.....	220	112	108	....

high schools had junior-high-school departments and the reports of enrollment given out were for the entire school. This gave an undue proportion of pupils to each of these schools, although all pupils selected were in grades nine to twelve, inclusive. The drawing of pupils was made by taking the number allotted to each school and dividing it into the enrollment on the day the school was visited first.

The quotient, which was usually about 30, was made the basis for drawing the cards. The card file was then divided into sections of 30 cards. The first card in each section was drawn and the age and previous school attendance of the pupil investigated. If these complied with the requirements the name was taken; if not, the next card was drawn and so on until one pupil for each section of thirty cards was found to be satisfactory. Table 2 shows the number of pupils from each high school, the number actually investigated, the number which should have been selected from each school, and the consequent displacement.

TABLE 2

THE NUMBER AND PER CENT OF PUPILS ENROLLED IN EACH HIGH SCHOOL IN OAKLAND, CALIFORNIA, SEPTEMBER, 1926, THE NUMBER OF PUPILS SELECTED FOR THE INVESTIGATION, THE NUMBER WHICH SHOULD HAVE BEEN SELECTED, AND THE AMOUNT OF DISPLACEMENT

High school	Enrollment figures used	Per cent of total enrollment	Allotment to each school	Correct enrollment September, 1926	Per cent of total enrollment	Correct allotment to schools	Displacement
Total.....	8,038	100.00	250	7,509	100.00	250	
Fremont.....	1,550	19.29	48	1,550	20.5	51	-3
McClymonds.....	572	7.10	18	572	7.7	19	-1
Oakland.....	1,176	14.75	37	1,176	15.5	39	-2
Roosevelt.....	1,421*	17.60	44	1,192	15.7	39	+5
Technical.....	2,288	28.46	71	2,288	30.2	76	-5
University.....	1,031*	12.80	32	786	10.4	26	+6

* Includes junior high school department.

The staff.—To the skill of the investigators who collected the data is attributable whatever validity the data possess. All who assisted in any capacity in collecting or tabulating the data were men and women with special graduate study or previous experience to qualify them for the work. The visiting teacher had had training and experience both as a teacher and as a social worker; the staff of the Bureau of Research and Guidance of the Oakland schools gave the tests with the exception of a few given by the director of the investigation or by some qualified member of the staff. All tests were scored by the same person. Two graduate students in the University who had had previous experience in the use of county tax records, collected the data regarding property valuations, and two other persons with experience in both teaching and social work collected the data from the full-time schools, and interviewed counselors and teachers.

STATISTICAL TREATMENT OF DATA

The statistical treatment of the data has been as simple as could be found to bring out the similarities and differences in the two groups studied. As might be expected normal distributions, or nearly normal distributions, have been found in very few cases. The more significant the differences between the two groups of pupils the less the likelihood of finding a normal distribution of the factor under consideration. The contingency method as developed by Pearson* is used to show relationships between quantities grouped into classes or categories.

The material is so full of human interest that what might be termed a case method of treatment is also used. The data were so tabulated that any case could be traced back to the original record and explanations of unusual variations uncovered. Through this method several factors which seemed significant were found to depend upon a single underlying factor.

The material is so full of possibilities that it has been difficult to limit it to a few definite lines; interesting by-paths led off in many directions. The whole subject of sex differences, for example, has been left out of this report, but it is hoped to treat this and other material in another discussion.

* Yule, G. V. An introduction to the theory of statistics, 1919, p. 64ff.

CHAPTER THREE

GENERAL CHARACTERISTICS OF PUPILS LEAVING
SCHOOL AND OF PUPILS REMAINING
IN SCHOOL

The two groups of pupils selected for this investigation were intended to be, as nearly as possible, a random sampling of pupils who left school after the age of 16, before completing the full course of the secondary school, and of pupils of the same age who remained in school during the period when the others were leaving. The method of their selection has been described in the preceding chapter. For convenience, the group of pupils who left school will be designated "group B," and the pupils who remained in school will be designated "group A."

Availability for study was the requisite for including any pupil in either group. Two additional pupils were selected from each high school in order to allow for any losses which might occur between the time of selection of the list and the completion of the case records for the school. So far as is known no factor, other than availability, influenced the selection of either group of pupils. The selected high-school group consisted, in all, of 250 pupils of whom 126 were boys and 124 were girls. Had the selection in regard to sex been in exactly the same proportion as the entire high-school enrollment in Oakland, there would have been 1.6 per cent more boys. There were a few more boys than girls enrolled in the high schools of Oakland during the eight months in which the investigation was in progress. Numbers and percentages are shown in table 3.

TABLE 3
NUMBER AND PER CENT OF BOYS AND GIRLS IN GROUP A, AND IN THE OAKLAND
HIGH SCHOOLS DURING 1926

High school pupils	Total		Boys		Girls	
	Number	Per cent	Number	Per cent	Number	Per cent
Included in this investigation.....	250	100.0	124	49.6	126	50.4
In Oakland high schools on September 24, 1926.....	7,564	100.0	3,871	51.2	3,693	48.8
Monthly average in Oakland high schools February to October, 1926.....	7,423	100.0	3,800	51.2	3,623	48.8

Since the figures for the high schools include all the pupils of the high school regardless of age, the percentage of boys and girls 16 to 18 years of age may vary somewhat from the percentage for the total enrollment. The 250 pupils selected are about one-thirtieth of the enrollment of the six high schools, but only 2 per cent of the 11,710 pupils reported enrolled in the grades 9 to 12 during March, 1926.

The group of pupils eliminated from school was intended to include every pupil leaving school during the period December 9, 1925, to April 5, 1926. Availability was a necessary factor in selection and, as was explained in the previous chapter, many pupils were not available because of removal from town or return to full-time school. From an original list of 260 boys and 225 girls 16 years of age and over, 220 were investigated. The number and per cent of the boys and girls in group B in the list from which they were selected, and in the entire part-time school for the year 1925-26 are shown in table 4.

TABLE 4
NUMBER AND PER CENT OF BOYS AND GIRLS IN GROUP B, AND IN THE OAKLAND
PART-TIME SCHOOL DURING SPRING, 1926

Pupils	Total		Boys		Girls	
	Number	Per cent	Number	Per cent	Number	Per cent
Included in the investigation.....	220	100.0	112	50.9	108	49.1
Total enrollment of part-time school, 1925-26*.....	2,727	100.0	1,613	59.1	1,114	40.9
Pupils enrolling during the investigation.....	485	100.0	260	53.6	225	46.4

* The active monthly enrollment was only about 60 per cent of the total number of pupils who enrolled during the entire year. An enrollment of 1631 was the highest for any month of the school year 1925-26.

More boys than girls came from schools outside of Oakland, returned to full-time school, moved away, and were temporarily excused from attendance. Consequently a larger proportion of girls was available for investigation.

It is somewhat surprising that the percentage of boys should be greater both in the high schools of Oakland and in the group eliminated from school, since the population of children 15 to 19 years of age in Oakland, according to the 1920 census, shows more girls than boys. The percentage of boys in the age-group 15 to 19 years was only 48.3 according to the census. In the face of these facts it is impossible to determine how representative are the two samplings of eliminated and of high-school pupils even in regard to sex.

The group of 220 pupils is about one-twelfth of the entire enrollment of the part-time school for the year, but pupils are constantly leaving this school because they have reached the age of 18 or for other reasons, so the enrollment at any one time is only about 60 per cent of the total enrollment for the year. When the investigation was started, the enrollment was 1584, and the number of pupils in group B, therefore, was about one-seventh of the active enrollment of the part-time school.

TABLE 5

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B DISTRIBUTED
ACCORDING TO AGE ON JUNE 10, 1926

Age June 10, 1926	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
15 : 6-15 : 11.....	4	1.6	1	3	0	0.0	0	0
16 : 0-16 : 5.....	44	17.6	22	22	66	30.0	34	32
16 : 6-16 : 11.....	91	36.4	38	53	66	30.0	32	34
17 : 0-17 : 5.....	55	22.0	28	27	45	20.5	21	24
17 : 6-17 : 11.....	44	17.6	28	16	31	14.1	18	13
18 : 0-18 : 5.....	10	4.0	5	5	12	5.4	7	5
18 : 6-18 : 11.....	2	0.8	2	0	0	.....	0	0
Median.....	16-11.04				16-10.0			
Mean.....	17-0.10				16-11.10			
σ_{diff}	7.06 months				7.19 months			
σ_{mean}	.447				.485			

Age.—A random sampling of high-school pupils 16 to 18 years of age might be expected to yield a group a little older than an eliminated group, since the latter group tends to leave school near the sixteenth birthday. Table 5 shows the ages of these pupils by 6-months' periods. The median age and the average age of pupils in group A are greater than the corresponding ages of pupils in group B by one month each. If the distributions were normal the standard error of the difference* of the two means would be 1.52 and the chances, therefore, are about 93 in 100 that there is a small difference between the average ages of the two groups of which these are samplings.

* Using the short formula $\sigma_{diff} = \sqrt{\sigma^2_{(av. 1)} + \sigma^2_{(av. 2)}}$ since r cannot be found.

Nativity.—At the time of the last United States Census there were, in Oakland, 1,382 white children between the ages of 15 and 19 who were foreign born. This was 9 per cent of the population of that age. With the change in immigration laws a different proportion may be expected at present. From table 6 a comparison of the population of Oakland included in the age group 15 to 19 can be made with groups A and B in respect to color or race, nativity, and sex. A rather surprising similarity in percentages of pupils who are native-born whites appears in the two groups under consideration. Apparently a child's retention in school in Oakland is not determined by being born in this country. If the attendance department in the Oakland schools is as active in securing the attendance of Negroes and Orientals in the part-time school as in securing the attendance of white pupils, the conclusion might be reached that the chances are about even for the Negro child to remain in school or to drop out, but that the chances are five to one that the Chinese or Japanese child will remain in school.

In the two groups of pupils, the percentage of native-born white children is practically the same (88 and 87 per cent), but the percentage of such pupils whose parents were foreign-born is almost twice as large in the eliminated group. These percentages of pupils of foreign parentage are 19.8 and 37.3 in groups A and B, respectively. On the other hand the percentages of pupils of native and of mixed parentage are both greater in group A. The last section of table 6 shows, in another way, the nativity of the parents. Of the 500 parents of the pupils in group A, 150, or 30 per cent, were foreign-born; of the 440 parents of pupils in group B, 205, or 46.5 per cent, were foreign-born. These percentages do not include Orientals. In both groups the number of native-born mothers is larger than the number of native-born fathers and by about the same proportion, and conversely among the total number of foreign-born parents there are fewer mothers than fathers.

Language spoken in the home.—As the language of the mother might reasonably be expected to determine the language spoken in the home, the maximum number of homes in which a language other than English was spoken might be 66 homes of group A, and 94 homes of group B. From the reports of the investigator a foreign language was habitually spoken in only 13 (5.2 per cent) of the homes of pupils in group A and in 27 (12.3 per cent) of the homes of group B. Both numbers are far below the maximum which might be expected, but the percentage of homes in which a foreign language is spoken is more than twice as large in group B as in group A.

Nativity of parents.—A study of the parentage of both groups of pupils shows that a wide range of countries is represented. Great Britain and the Scandinavian countries contribute the two largest percentages to group A; Italy and Portugal, to group B. In table 7 the number and per cent of white, foreign-born adults over 45 years

TABLE 6

THE OAKLAND POPULATION 15 TO 19 YEARS OF AGE, THE PUPILS OF GROUPS A AND B, AND THEIR PARENTS CLASSIFIED ACCORDING TO COLOR OR RACE, NATIVITY, AND SEX

Color or race, nativity, and sex	Oakland population, 15-19 years, census, 1920		Pupils of:				Parents of pupils in:			
			Group A		Group B		Group A		Group B	
	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent
Total.....	14,844	100.0	250	100.0	220	100.0	500	100.0	440	100.0
Native white:	12,828	86.4	222	88.8	193	87.7	318	63.6	219	49.8
Male.....	6,143		110		100		150		101	
Female.....	6,685		112		93		168		118	
Parentage:										
Native.....			139	(62.6)	98	(50.8)				
Foreign.....			44	(19.8)	72	(37.3)				
Mixed.....			39	(17.6)	23	(11.9)				
Foreign-born										
white:	1,382	9.3	12	4.8	19	8.6	150	30.0	205	46.5
Male.....	669		6		9		84		111	
Female.....	713		6		10		66		94	
Negro.....	299	2.0	9	3.6	7	3.2	18	3.6	14	3.2
Male.....	153		4		3		9		7	
Female.....	146		5		4		9		7	
All other.....	335	2.3	7		1	.5	14	2.8	2	.5
Male.....	217		4		0		7		1	
Female.....	118		3		1		7		1	

of age in Oakland, according to the census of 1920, is shown classified according to nativity for comparison with corresponding data concerning the parents of the pupils in the investigation. As the parents of 16- and 17-year-old pupils are all adults an attempt was made to adjust the population figures for Oakland so that the figures would be more nearly comparable. The figures in the first column show the number of persons of all ages born in each of the countries listed

Since the figures for the high schools include all the pupils of the high school regardless of age, the percentage of boys and girls 16 to 18 years of age may vary somewhat from the percentage for the total enrollment. The 250 pupils selected are about one-thirtieth of the enrollment of the six high schools, but only 2 per cent of the 11,710 pupils reported enrolled in the grades 9 to 12 during March, 1926.

The group of pupils eliminated from school was intended to include every pupil leaving school during the period December 9, 1925, to April 5, 1926. Availability was a necessary factor in selection and, as was explained in the previous chapter, many pupils were not available because of removal from town or return to full-time school. From an original list of 260 boys and 225 girls 16 years of age and over, 220 were investigated. The number and per cent of the boys and girls in group B in the list from which they were selected, and in the entire part-time school for the year 1925-26 are shown in table 4.

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according to the 1920 census figures. The foreign-born white persons 45 years of age and over were 4.425 per cent of the total foreign-born white population. The second column of figures gives an estimated number of persons over 45 years of age born in each of the countries listed. It was arbitrarily assumed that the proportion of persons over 45 years of age, born in each country, would be 4.425 per cent of the total number. No claims are made for the validity of these figures; they are presented only as estimates for rough comparison.

So far as the estimates made can be relied upon it appears that by far the largest percentages of foreign-born white adults of Oakland in 1920 were from the British possessions. The numbers from Italy, Spain, Portugal, and the Scandinavian countries, together, were only slightly larger than the numbers from Great Britain alone.

Although Great Britain and Canada contributed 11.7 per cent of the adult population of Oakland, the proportion of parents of pupils in both groups A and B, coming from these countries, was only a little over 7 per cent. It is hard to account for this large difference which seems to be statistically reliable,* unless the individuals born in these countries have few children either in or out of school.

A comparatively large proportion of the parents of pupils in group A are from Scandinavian countries. Only 3.7 per cent of the population of Oakland over 45 years of age, and only 3.4 per cent of the parents of pupils in group B, were born in these countries. The differences in the percentages of pupils in groups A and B, whose parents were of Scandinavian origin, are fairly reliable.† It appears that the child in Oakland born of Scandinavian parents has a 2 to 1 chance of remaining in school.

The percentage of parents born in Germany is about 1.8 as great in group B as in group A, but this difference does not have high reliability. However, very decided differences appear between groups A and B in the percentage of parents born in the Southern European

* $\sigma_{p_1} = .0014$	(when $n = 54,427$ and $p = .117$)	$\sigma_{diff. 1, 2} = .0121$
$\sigma_{p_2} = .0120$	(when $n = 500$ and $p = .078$)	$\sigma_{diff. 1, 3} = .0172$
$\sigma_{p_3} = .0172$	(when $n = 440$ and $p = .073$)	$\sigma_{diff. 2, 3} = .0209$
$\frac{D_{1, 2}}{\sigma_{diff. 1, 2}} = 3.3$	$\frac{D_{1, 3}}{\sigma_{diff. 1, 3}} = 2.5$	$\frac{D_{2, 3}}{\sigma_{diff. 2, 3}} = 4.2$
† $\sigma_{p_1} = .0009$	(when $n = 54,427$ and $p = .049$)	$\sigma_{diff. 1, 2} = .0113$
$\sigma_{p_2} = .0113$	(when $n = 500$ and $p = .068$)	$\sigma_{diff. 2, 3} = .0142$
$\sigma_{p_3} = .0086$	(when $n = 440$ and $p = .034$)	$\sigma_{diff. 1, 3} = .0087$
$\frac{D_{1, 2}}{\sigma_{diff. 1, 2}} = 1.68$	$\frac{D_{2, 3}}{\sigma_{diff. 2, 3}} = 2.40$	$\frac{D_{1, 3}}{\sigma_{diff. 1, 3}} = 1.72$

countries of Italy, Spain, and Portugal. The percentages of parents of pupils in group A born in these countries and the percentages in the population over 45 years of age are approximately equal, but the percentages of parents from these countries in group B are from 4 to 6 times as large as in group A. It is quite apparent that a child whose parents were born in Southern Europe has far less chance of remaining in school than the child of native parentage or the child whose parents were born in Northern Europe or one of English-speaking possessions of the British Empire.

TEST SCORES

Every investigation of mental differences between school and working children has shown a decided superiority on the part of school children. Dr. Woolley's exhaustive study of the two groups in Cincinnati led her to the conclusion that, "Not only are the school boys superior, but their superiority increases from year to year and is decidedly greater at eighteen than it was at fourteen." (Woolley, p. 313.)* The same statement is made regarding school girls and working girls (*loc. cit.* p. 316). Counts' study, "The Selective Factors of American Secondary Education," showed that through the secondary schools there is a psychological selection of pupils and that in using the Chapman-Welles test the median scores of the high-school pupils in Bridgeport, Connecticut, decreased from the twelfth grade to the ninth and the median score of pupils in the continuation school was far lower than the median score of ninth-grade pupils. (Counts, p. 124, 125). Hopkins' more recent study of the "Intelligence of Continuation-School Children in Massachusetts" showed that on the Dearborn test the median scores of regular-school and continuation-school pupils 14 and 15 years of age differed by 35 and 45 points, respectively, in a community where there were many different racial groups. The median scores of similar groups in three other cities showed slightly smaller differences. (Hopkins, p. 53.)

The median test scores of Oakland pupils who remained in school and who left school during the spring of 1926 present similar differences. As has been indicated, the Terman group test was used in this investigation. No claim is made that the test results are a real measure of the intelligence of the pupils tested but, since the test has high predictive value as to success in school, it serves the purpose of indicating whether any large number of the pupils who left school

* Complete title of reference at end of the chapter.

could have succeeded had they remained in regular school. Language handicaps which lower the test score must also interfere with work in school. Pupils who made the lowest test scores, for instance below 50 when the highest possible score is 210, are probably not tested with any real accuracy; and on the other hand pupils who scored above 190 are also probably not properly tested. However, their relative position in the scale is sufficiently accurate to draw fairly reliable conclusions concerning their probable success in school.

The pupils of group B were the first selected and were tested as they dropped out of school during the spring of 1926, between the dates March 22 and June 17. The greater number of pupils were tested in April and, hence, April 10 was taken as the date to which all scores were adjusted.

The pupils of group A were selected after their enrollment in school in the fall semester of 1926. They were tested between October 17, 1926, and January 17, 1927. Sixty pupils of this group previously had been tested by the school department, and it seemed advisable to avoid re-testing so far as possible. These sixty tests had been given from one month to four years previously.

Correction of scores.—The problem of correcting all scores to the date selected—April 10, 1926—has not been satisfactorily solved because the rate of mental growth of children 14 to 18 years of age is still unknown, and especially is this true of the children who are much retarded mentally. The most recent investigation of this problem through re-tests has been made by Symonds. He presents a regression equation by which the yearly gain in score on the Terman group test may be predicted. (Symonds, p. 47) Changing his equation for yearly gain which is $\bar{Y}_{\text{gain}} = -.169X_{\text{score}} - 40.62$ to an equation for a new score one year later it becomes $\bar{Y}_{\text{new score}} = .831X_{\text{initial score}} + 40.62$. This regression line is shown in figure 1.

A few pupils in both groups had previous scores from this same test, and it was possible to compare the actual score changes with the changes indicated by the regression equation just given. It was found that the pupils who made scores in the lowest ranges in their first test did not gain so much as was predicted by the regression equation. As these were pupils who were either greatly retarded or in atypical classes it was not surprising to find that their yearly gains in score were less than the gains of the high-school pupils whom Symonds investigated.

In the "Manual of Directions" for giving the Terman group test a scale of mental-age equivalents is given by the author. It is fairly certain that among pupils who make low scores on the Terman group test mental growth will not *exceed* chronological growth, especially

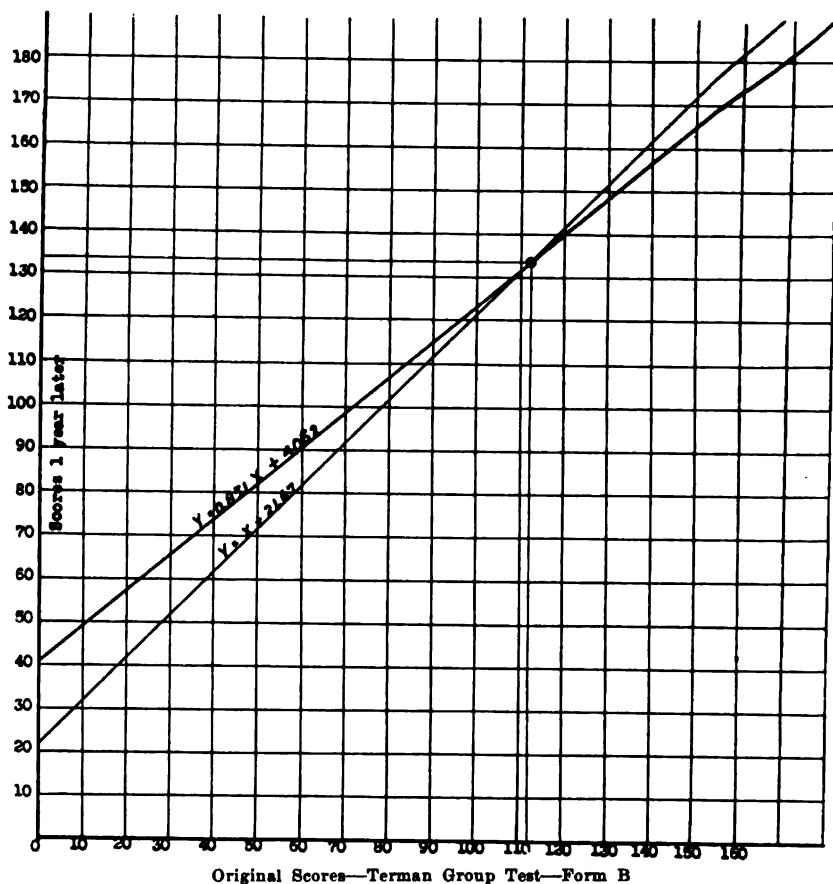


Fig. 1.—Lines indicating change in test scores after interval of one year according to Terman and Symonds data.

after the child is 16 years of age. The mental ages, therefore, were used as chronological age and a second series of scores was determined for each age given in table 2 of the Manual. This second series consisted of scores whose mental-age equivalent was one year greater. A section of the resulting table follows.

Terman group test score	Stanford-Binet mental age	Score corresponding to mental age 12 months later	Gain
110	14 : 10	132	22
105	14 : 7	127	22
100	14 : 4	122	22
95	14 : 1	115	20
90	13 : 11	112	22
85	13 : 8	107	22
80	13 : 5	102	22
75	13 : 2	97	22
70	12 : 11	90	20

Except for an occasional difference of 20, instead of 22, the regression equation for the new score would be simply $\bar{Y} = X + 22$. When the two series of points are plotted, as shown in figure 1, the regression equation is found to be $\bar{Y}_{\text{new score}} = X_{\text{initial score}} + 21.67$.

The two lines intersect at the point where the initial score is 112. The mental-age equivalent of this score, according to Terman's table, is 14 years 5 months. This age is within the range of ages discussed as the time when mental development progresses more slowly. The curve of mental growth past this point, however, is not established and the assumption made for use of the combined lines is merely an expedient because no better solution is offered at present. The Terman line is taken to indicate yearly increase of score below the initial score 112, and the Symonds line indicates the yearly increase of score above this point.

In accordance with these two lines, the scores of all pupils in groups A and B were changed to the score which might have been made on April 10, 1926. Tables 8 and 9 show the distribution of scores of pupils in groups A and B for boys and girls, 16 and 17 years old on April 10, 1926, and for the two ages combined. Figures 2, 3, and 4 show graphs of the scores of the 16- and 17-year-old pupils separately and combined.

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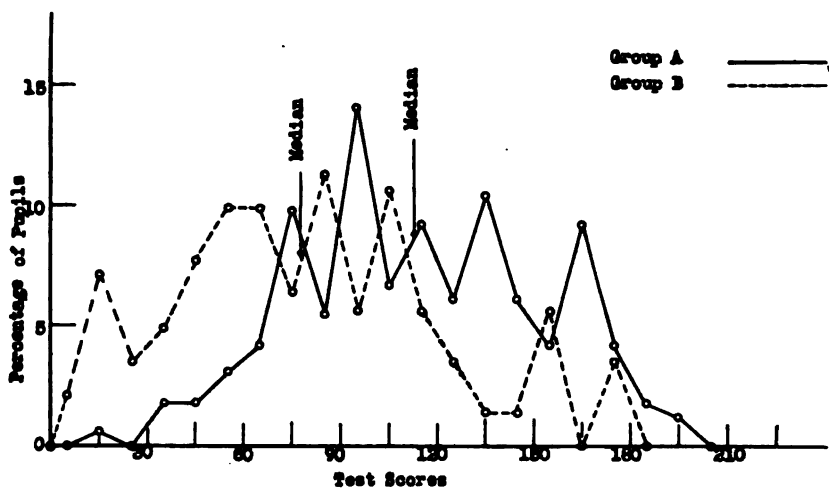


Fig. 2.—Comparison of the percentage distribution of test scores made by 16-year-old pupils of groups A and B.

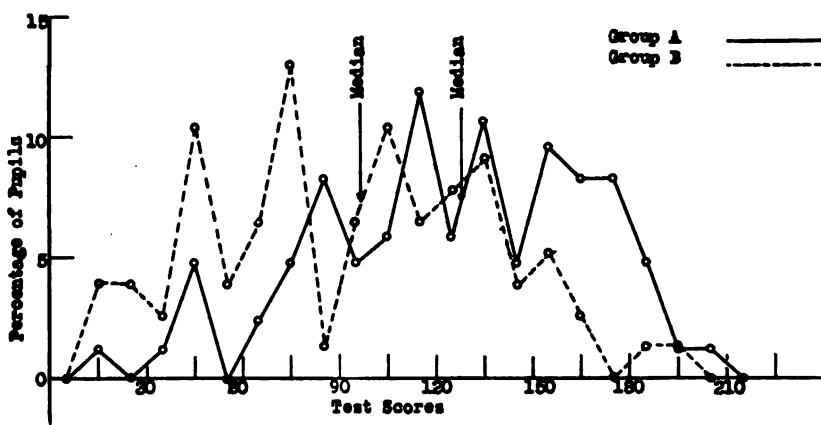


Fig. 3.—Comparison of the percentage distribution of test scores made by 17-year-old pupils of groups A and B.

COMPARISON OF SCORES

Means and medians.—Between the median test scores made by the pupils of groups A and B there is a large difference. In tables 8 and 9 it can be seen that the median scores of the three age divisions of group A exceed the corresponding scores of group B by 25.8, 34.9, and 31.0 points, respectively; and the mean scores of group A exceed the mean scores of group B by 33.80, 34.60, and 31.05, respectively.

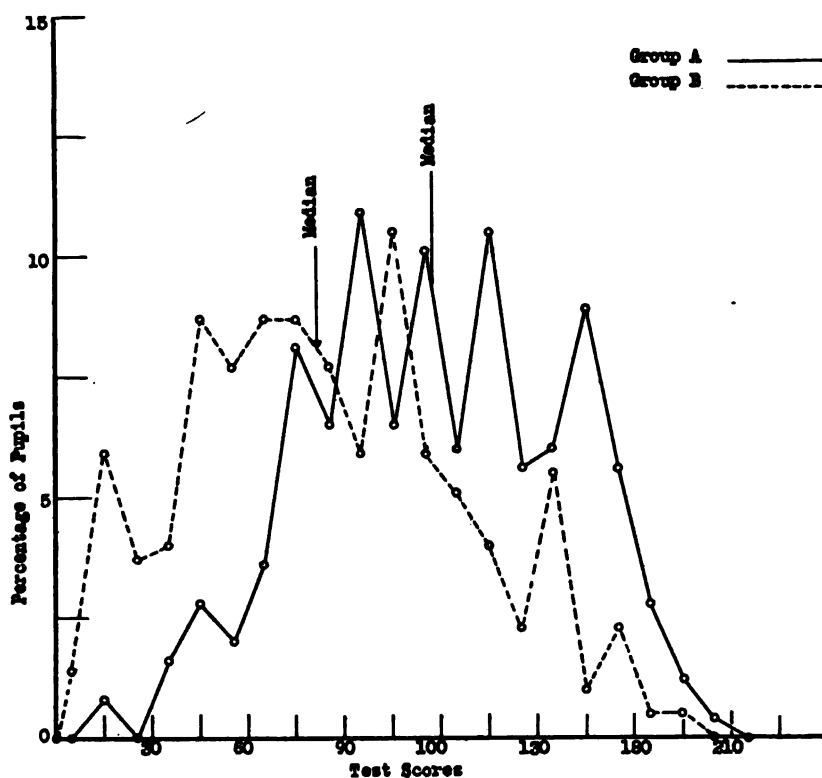


Fig. 4.—Comparison of the percentage distribution of test scores made by all pupils of groups A and B.

The reliability of the differences* leads to the conclusion that in general the pupils of group B are handicapped in competing with the high-school pupil.

* Reliability measures:

$$\begin{aligned}
 \sigma \text{ diff means A, B} &= 3.87 & \frac{D_{\text{means}}}{\sigma_{\text{diff}}} &= 8.73 \\
 \sigma \text{ diff means A, B age 16} &= 4.93 & \frac{D_{\text{means}}}{\sigma_{\text{diff}}} &= 7.04 \\
 \sigma \text{ diff means A, B age 17} &= 6.67 & \frac{D_{\text{means}}}{\sigma_{\text{diff}}} &= 4.65
 \end{aligned}$$

The short formula again was used to determine the $\sigma_{\text{diff, means}}$ as it was impossible to find a correlation between the two groups. It might be true that a negative relationship of some kind does exist between the scores of the two groups since a selective process seems to be in effect and as pupils of low score leave school it may raise the median score of the group remaining. If it were possible to find such a negative correlation it would increase the value of σ_{diff} , and hence decrease the value of $\frac{D}{\sigma_{\text{diff}}}$. The quotients, however, are all so large that any decrease in the reliability of the various differences between the mean scores would be very small.

Range of scores.—The range is about the same in the two series of scores. The most marked difference in range is found between the scores of the 16-year-old pupils of group B and the 17-year-old pupils of group A; the former range is from 177 to 0 and the latter, 210 to 16. Such a difference is to be expected. The 16-year-old group, eliminated from school, contains many pupils who were not successful in school as will be seen in the next chapter, and 17-year-old pupils of the group retained in school are the most highly selected. In fact, it is surprising to find among the 17-year-old-pupils of group A a certain pupil who made the low score of 16. His father, a native of this country, is a clerk in a grocery store. His mother was born in England. He is retarded in school five half years; the investigator reported that he had "a very meager vocabulary, but does not seem conscious of his shortcomings and wants to be an engineer." His counselor reported that he was, "Not much of a student, but is very ambitious; gets discouraged with himself, but never gives up." His mother is determined that he shall finish high school. This parental urge is doubtless responsible for his ambition and for his persistence in school, in spite of his apparent mental handicap.

The pupil in group A making the highest score, 210, is a boy who was tested several years before when 13 years 9 months old. He then made a score of 151, corresponding to a mental age of 16 years 9 months. His father is a real estate salesman who is a native of Australia. His mother was born in New Zealand. Maurice's counselor reported, "He attends to his own business and works hard; is always on the job." He worked after school in a "grocceteria" and had no time for extra-curricular activities. His ambition was to be an architect, but he expected to work for a year or two to earn the money for his training beyond high school.

The lowest scores made in group B were made by twin brothers 16 years and 3 months old, who scored 0 and 8, respectively. The parents of the boys were natives of Portugal. The entire schooling of the two boys had been in special atypical classes.

The pupil in group B making the highest score, 194, was 17 years and 5 months old. His parents were native born, and his father owned a large bakery. Fred left school because he had been expelled after difficulties with the principal. He expected to go to a private school to complete his high-school work, as he indicated that he was determined to go to college. At the time of the interview he was the despair of his family who considered him beyond their control.

Overlapping.—Although the ranges of the two groups do not differ greatly, their difference in massing of scores is very great. The large percentage of scores of group A which are above the median score of group B, and the large percentage of scores of group B which are below the median score of group A, are shown below.

	Total group	16-year-old pupils	17-year-old pupils
1. Median scores of group A.....	117.2	112.7	128.0
2. Median scores of group B.....	81.4	77.8	97.0
3. Per cent of scores of group A at or above (2).....	80.1	80.8	74.1
4. Per cent of scores of group B at or below (1).....	77.3	81.7	75.1

The scores of the two corresponding groups show such large differences there can be no doubt of the mental superiority of the in-school group, in so far as the Terman group test is a measure of mental ability. Further indication of differences in test scores will be discussed in the next chapter.

INTELLIGENCE OF CHILDREN AND NATIVITY OF PARENTS

A study of parentage and test scores indicates in another way certain differences between the two groups of pupils investigated. An examination of the relationship between the two factors of intelligence and nationality of parents shows that the occurrence of high scores with native white parentage and of low scores with foreign white or other parentage is frequent enough to indicate some association between the two. A contingency table made by taking the four quartiles of the range of scores as they appear in tables 8 and 9 and the distribution of three classes of parentage in each quartile was made for both groups of pupils. The numbers in parentheses are the "independence values" or the numbers to be expected in each square if the distribution were by mere chance and there were no relationship between the two factors. This gives only a rough measure of relationships since a 3×4 -fold table cannot give a coefficient of contingency higher than .81 to .86,* but serves in this case since the association value proves to be very low.

An examination of table 10 shows that native parentage occurs in the first quartile more frequently than mere chance would indicate, and in group B, especially, foreign parentage occurs more frequently

* Yule, G. V. An introduction to the theory of statistics, 1919, p. 66.

than by chance in the fourth quartile. The coefficients of mean square contingency are .23 and .38. Although both of these are low their difference suggests that in group A the dominant foreign nationalities have less relationship to scores than the dominant foreign nationalities in group B.

TABLE 10

THE DISTRIBUTION, ACCORDING TO PARENTAGE, OF CHILDREN MAKING TEST SCORES IN EACH OF FOUR QUARTILES

		PARENTAGE			
		Native white	Mixed	Foreign and all other	Totals
TEST SCORES	First quartile	(34.7) 43	(9.5) 8	(17.8) 11	62
	Second quartile	(53.8) 51	(14.7) 21	(87.5) 24	96
	Third quartile	(43.8) 38	(11.8) 8	(82.0) 31	77
	Fourth quartile	(7.3) 7	(2.0) 1	(3.7) 5	13
Totals		139	38	71	248

Pupils of Group A
 $N=248$
 $\phi^2=.0585$
 $\Psi^2= -.00075$
 $C=.23$
 $\sigma_c=.0662$

		PARENTAGE			
		Native white	Mixed	Foreign and all other	Totals
TEST SCORES	First quartile	(9.4) 18	(2.2) 1	(9.4) 2	21
	Second quartile	(27.3) 34	(6.4) 8	(27.3) 19	61
	Third quartile	(38.0) 35	(8.9) 11	(38.0) 39	85
	Fourth quartile	(23.3) 11	(5.5) 3	(23.3) 38	52
Totals		98	23	98	219

Pupils of Group B
 $N=219$
 $\phi^2=.1693$
 $\Psi^2= -.006157$
 $C=.38$
 $\sigma_c=.067$

Table 7 shows that the children of group A, whose parents were foreign-born, were largely of North European extraction, and that the pupils of group B were largely of South European extraction. The investigations which have been made of the mentality of immigrant groups indicate that the average test scores of the children of Southern Europeans who emigrate to this country are lower than the test scores of children of North European extraction. Kimball Young, in an investigation of immigrant groups in California, found that children of Italian, Portuguese, and Spanish extraction made, on the Army Alpha Test, median scores more than 30 points lower than children of native parentage in the same schools. (Young, p. 32) May Bere, in a later investigation in New York City, reported comparable differences between the intelligence quotients of American and Italian children in New York City. (Bere, p. 71) The results of the psychological testing done in the army indicate not only the low rank of the Southern Europeans examined, but also the high rank of the English, Scotch, and Canadians. (Yerkes, table 217) These data suggest one explanation for the difference in average scores between the two groups of pupils in Oakland.

CONCLUSIONS

From the evidence presented the following conclusions may be drawn:

1. More boys than girls leave school before completing the secondary-school course.
2. Approximately half the pupils eliminated from school are of native white parentage, and half are of foreign, mixed, Negro, or Oriental parentage.
3. Test scores made by pupils eliminated from school are, on the average, much lower than the scores made by the pupils who remained in school.
4. There is a slight positive relationship between high or low test scores of the pupils, and native or foreign parentage. From the large proportion of pupils eliminated from school who are of South European extraction a relationship between low scores and Italian or Portuguese parentage is suggested.

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CHAPTER FOUR

THE PUPIL AND THE SCHOOL

The two groups of pupils in this investigation have been shown to differ rather markedly in their parental nationality and in their intelligence as indicated by test scores. Since one group left school while the other group remained in school, their adaptation to school environment, so far as it can be measured, is an important factor to consider.

The sincere effort which has been made by many public-school systems to adapt the school program of studies to the children enrolled, by improving classification, curriculum, and teaching methods has, no doubt, decreased the amount of retardation and increased the holding power of the school. When the first extensive studies of retardation were made in this country the minimum legal age at which children could leave school was lower than it is at present, so that comparisons cannot profitably be made with the findings of Thorndike, Ayres, and Strayer. In fact, the changes which have come about in the school system were necessitated by the presence in the school of pupils who were compelled by law to attend, yet who could not adapt themselves to the program of the school as then organized. In progressive school systems the differentiation in curricula has become so great that completion of sixth grade or eighth grade means different things in different cities, or even in different parts of a single city, or in different sections of the same grade. An age-grade chart in a modern school system, therefore, cannot be expected to show exactly the comparative educational achievements of pupils, but it may indicate adaptation or lack of adaptation of the school to the child.

PROGRESS IN SCHOOL

As a measure of the adjustment between pupil and school program, the following items have been investigated: progress in school by grades, age upon entering school, number of years in school, and units earned during the last semester in school.

Age in relation to grade.—The relationship between age and grade, so far as it can be represented by numbers, is shown for the pupils of group A and group B in tables 11 and 12. As all the pupils of group A and many of the pupils of group B were enrolled in the Oakland schools at the opening of the second semester of the school year 1925-26, this was taken as the date for the comparison of ages and

grades. Some of the pupils of group B who enrolled in the part-time school after January 25, 1926, were found, upon investigation, to have left the regular school a number of months before that date. One girl, for example, was found to have left school eighteen months before she was finally brought into the part-time school. In all, nineteen of the 220 pupils left the regular school one or more months before reaching the age of 16. Three of these pupils dropped out so long before January, 1926, that it seemed unfair to make any estimate of the grade in which they would have enrolled. For the remaining sixteen pupils, an estimate was made of the grade in which each would have enrolled had he remained in school until after the opening of the second semester. In some cases incomplete records for the previous semester were investigated and in other cases teachers' estimates were used. When no information was available regarding the child's probability of success in his first semester's work, he was given the benefit of the doubt and it was assumed that he would have enrolled in the next higher grade. This gives for group B a minimum retardation. The norms used in computing the age-grade table are those appearing on the Strayer-Engelhardt chart.

According to the original plan of the investigation only pupils 16 years of age, or over, on June 10, 1926, were to be included in the study, but upon investigation of birth dates four pupils of group A were found to have been under 16 years of age on that date. As they were past the age of 16 when investigated, and all expected to remain through the four years of high school they were retained in the group.

The ages given in tables 11 and 12 are as of January 25, 1926. Twelve pupils of group A were at that time under the age of 16 years. Any pupil 16 years of age or older, who was in the low-ninth, high-ninth, or low-tenth grades is retarded according to the norms used. As 75 pupils in group A were in one of these three grades, it is evident that they caused over half the retardation of the high-school group. A little more than half of these pupils were over-age for grade by from one to five half-years and less than 10 per cent were under-age for grade.

As might be expected, a still larger proportion of the pupils of group B were over-age. Almost 85 per cent were from one to sixteen half-years over-age. The median number of half-years of overageness is nearly three (2.7). Only one pupil under-age for his grade, according to these norms, was found in group B. This boy made the highest score among the 16-year-old boys of group B and left school for economic reasons only. He continued his education at night school in addition to his half-day a week at the part-time school.

TABLE 11
PUPILS IN GROUP A DISTRIBUTED ACCORDING TO AGE USING STRAYER-ENGELHARDT AGE-GRADE NORMS

Age		Number of pupils in each grade												Total								
Age in years	Age period includes all pupils whose ages run from	L 9	H 9	L 10	H 10	L 11	H 11	L 12	H 12	Normal age limits for entrance into each half-year group												
		13: 9-14: 9	14: 3-15: 3	14: 9-15: 9	15: 3-16: 3	15: 9-16: 9	16: 3-17: 3	16: 9-17: 9	17: 3-18: 3	B	G	T	B		G	T	B	G	T			
15½	15: 3-15: 8	2 0 2	1 3 4	0 2 2	0 3 3			0 1 1											3	9	12	
16	15: 9-16: 2	2 3 5	5 2 7	7 5 12	7 6 13	5 8 13	2 5 7	0 3 3											28	32	60	
16½	16: 3-16: 8	3 1 4	4 4 8	3 5 8	11 4 15	6 7 13	6 17 23	2 7 8											35	45	80	
17	16: 9-17: 2	1 1 2	2 3 5	4 4 8	5 1 6	8 2 10	8 7 15	2 6 9	1 0 1										31	24	55	
17½	17: 3-17: 8		3 1 4	2 1 3	3 1 4	1 0 1	9 5 14	2 4 6	1 1 2										21	13	34	
18	17: 9-18: 2			1 0 1		2 0 2	0 1 1	1 2 3											4	3	7	
18½	18: 3-18: 8						1 0 1	1 0 1											2	0	2	
Total number.....		8 5 13	15 13 28	17 17 34	26 15 41	22 17 39	26 35 61	8 23 31	2 1 3										124	126	250	
Number of pupils:																						
Normal age.....				0 2 2	7 9 16	11 15 26	14 24 38	4 10 14	1 1 2										37	61	98	
Over age.....		8 5 13	15 13 28	17 15 32	19 6 25	11 2 13	10 6 16	2 2 4	0 0 0										82	49	131	
Under age.....				0 0 0	0 0 0	0 0 0	2 5 7	2 11 13	1 0 1										5	16	21	
Per cent of pupils:																						
Normal age.....				5.9	39.0	66.7	62.3	45.2	66.7										29.8	48.4	39.2	
Over age.....				94.1	61.0	33.3	26.2	41.9	66.2										66.2	38.9	52.4	
Under age.....				0.0	0.0	0.0	11.5	12.9	33.3										4.0	12.7	8.4	

Table 13 shows a little more clearly the number of pupils who were under-age, at-age, and over-age for grade. A massing of retardation in group B appears in this table. Nearly 13 per cent of these pupils were retarded more half-years than any pupils in the other group.

TABLE 13

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO THEIR PROGRESS IN SCHOOL BY THE STRAYER-ENGELHARDT AGE-GRADE NORMS

Progress in school by half years	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	217	100.0	111	106
Under-age.....	21	8.4	6	15	1	0.5	1	0
3 half years.....	1		1		0			
2 half years.....	3			3	0			
1 half year.....	17		5	12	1		1	
At-age.....	98	39.2	37	61	33	15.2	16	17
Over-age.....	131	52.4	82	49	183	84.3	94	89
1 half year.....	58		37	21	35		19	16
2 half years.....	26		17	9	31		13	18
3 half years.....	28		16	12	36		14	22
4 half years.....	12		7	5	38		21	17
5 half years.....	7		5	2	15		10	5
6 half years.....					13		6	7
7 half years.....					6		5	1
8 half years.....					5		3	2
9 half years.....					0		0	0
10 half years.....					2		1	1
11 half years.....					0	12.9	0	
12 half years.....					1		1	
13 half years.....					0		0	
14 half years.....					0		0	
15 half years.....					0		0	
16 half years.....					1		1	

The pupil who appears as 16 half-years over-age was a Portuguese boy who started school late, at the age of 8 years and 5 months, and completed only the low-fourth grade. He made a score of 19 in the Terman group test. Charles was the eldest of eight children, three of whom had gone as far or farther in school than he. He remained

in school ten months after he was 16 years of age and gave as his reason for leaving school, "Mother wished me to quit." His mother admitted that this was true, saying that the father earned only \$4.00 a day and Charles' help was needed. In the most extreme case of retardation it seems that over-ageness was not the immediate cause of the child's elimination from school. One of the most striking factors accompanying elimination, however, is extreme retardation.

Grade attained.—The difference in grade attained by the two groups of pupils is not so great as might be expected from the two preceding tables with their widely differing ranges. The median grade attained by the pupils of group A was L 11, and of group B, L 10. The two averages are a fraction lower in each case with a difference of 1.44 between them. The standard error of this difference is .1361, showing that it is a highly reliable difference.

Retardation of high-school pupils.—The rather large percentage of high-school pupils who are over-age for grade must not be understood to represent the retardation in the Oakland school system as a whole.

Pupils of the age included in this investigation were graduated, and out of the public school if they were accelerated two or three terms. The percentage of under-age pupils must necessarily be small, therefore. On the other hand, pupils 16 years of age have been in school long enough to accumulate many half years of retardation. The group will, therefore, show a minimum of acceleration and a maximum of retardation for the school system.

In two recent school surveys, the age-grade status of pupils 16 to 18 years of age was found to present conditions similar to those in Oakland. In Lynn, Massachusetts, only 20 per cent of the pupils were over-age when the school system was surveyed (Inst. of Ed. R., p. 166)* but when the pupils 16, 16½, 17, and 17½ years of age alone were studied 44 per cent were found to be over-age. A similar increase in the percentage of over-age pupils was found in Jacksonville, Florida (Inst. of Ed. R., p. 156). The percentage of pupils 16 to 18 years of age who were over-age for grade in Oakland lies just half way between the percentages for the other two cities. These figures are shown in table 14.

Age at entering school.—Due to the large number of high-school pupils who were over-age for grade an investigation of the age at

* Complete reference titles are at the end of each chapter.

which they entered school was suggested. Table 15 shows the number of boys and girls who entered school at each age-period from 5 to 12 years. Nearly half of the pupils of group A and a little over half of group B entered school after the age of 6 years and 6 months. The *average* age at the time of entering school was even higher in both groups. This, doubtless, accounts for a part of the over-ageness appearing in tables 11 and 12.

TABLE 14

COMPARISON OF PROGRESS IN SCHOOL OF PUPILS 16 TO 18 YEARS OF AGE IN TWO CITIES WITH A GROUP FROM THE HIGH SCHOOLS OF OAKLAND, CALIFORNIA

Progress in school	Number of pupils 16 to 18 years of age in 3 cities				
	Oakland sampling	Lynn*		Jacksonville†	
		Total	16-18	Total	16-18
Total.....	250	15,403	1,585		
Number of pupils:					
Normal.....	98	9,606	800	6,876	403
Over-age.....	131	3,085	701	7,293	751
Under-age.....	21	2,712	84	1,604	94
Per cent of pupils:					
Normal.....	39.2	62	50.2	44	32.3
Over-age.....	52.4	20	44.2	46	60.2
Under-age.....	8.4	18	5.3	10	7.5

* Adapted from age-grade table, loc. cit. p. 166.

† Adapted from age-grade table, loc. cit. opposite p. 156.

At first glance it appears that extremely late entrance might be an indication of early elimination, but an examination of the eleven case records of pupils who entered school at the age of nine years or later shows that the one pupil in group A who entered so late was a Chinese boy who made a test score of 121, skipped four half-grades, and was in the high-eleventh grade. He was over-age for grade only one half-year according to the Strayer-Engelhardt norms. The ten pupils of group B who entered school after the age of nine, however, made scores of less than 80. It frequently happens that children of normal mentality, who enter school late, skip grades and make up much of the retardation. Only one of these ten pupils succeeded in skipping enough grades to bring her up to the proper age for her grade.

Number of years in school.—A pupil's progress in school depends in part, of course, upon the number of years he spends in school

Many pupils in the two groups investigated were found to have been out of school for a term or even for two or three years. Some families had moved from one city to another and the children had waited for the opening of a term to enroll in the new school; some pupils were ill and out of school for six months or more. Under normal conditions these pupils, who were 16 and 17 years of age, would have been in school 10 or 11 years. The actual number of years they attended school can be seen in table 15. The median number of years of attendance of pupils in group A is only a little over one-half year more than the median for group B, but the range in number of years of attendance is much greater in the latter group. Only one pupil of group A had attended school less than eight and one-half years, whereas 20 pupils in group B had attended school eight years or less. It can readily be imagined that a pupil two years or more older than the others of his class will be socially maladjusted and be likely to leave school as soon as he can do so legally, regardless of the cause of his being over-age for his grade.

Even pupils who made normal progress in school or skipped one or more grades, after having entered late or after having been out of school one or two terms, left school by the age of 17 and all but four of the 20 left as soon as they had reached the age of 16. The test scores made by these 20 pupils were low, only two being above 100. Two girls made the comparatively high scores of 144 and 156. One had completed the low-ninth grade in seven and one-half years and the other had completed the low-tenth grade in eight years of schooling. Both girls were half-orphans and left school because of economic pressure. The two boys in the 16-year-old group who made the lowest scores were twins who made scores of 0 and 8 in the Terman group test. They had entered school at the age of 9 years and 5 months, and their entire six and one-half years of schooling had been in special classes for atypical pupils. The boy with the higher test score made normal progress and his brother was retarded only one term. When they finally left school, three days before becoming 16, the reason given was economic necessity rather than over-ageness or dislike of school, and investigation proved that this was probably correct, as the family was being aided by the Associated Charities.

Although a shortened school career, due either to late entrance in school or to extended absence from school, occurred more frequently among the pupils of group B than of group A, other factors were involved in every case which may have been the cause of the late entrance or of the prolonged absence, and of the final elimination.

TABLE 15
NUMBER AND PER CENT OF BOYS AND GIRLS IN GROUPS A AND B CLASSIFIED
ACCORDING TO AGE AT ENTERING SCHOOL AND NUMBER OF YEARS IN SCHOOL

Age at entering school	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
5:0-5:5	1	.4	0	1	1	.5	1	0
5:6-5:11	25	10.0	9	16	12	5.4	7	5
6:0-6:5	110	44.0	51	59	93	42.3	53	40
6:6-6:11	66	26.4	40	26	48	21.8	24	24
7:0-7:5	26	10.4	10	16	33	15.0	13	20
7:6-7:11	12	4.8	8	4	11	5.0	4	7
8:0-8:5	7	2.8	4	3	7	3.2	2	5
8:6-8:11	2	.8	1	1	5	2.2	2	3
9:0-9:5	1	.4	1	0	4	1.8	2	2
9:6-9:11					2	0.9	1	1
10:0-10:5					2	0.9	2	0
10:6-10:11					1	0.5	0	1
11:0-11:5					0	0.0	0	
11:6-11:11					1	0.5	1	
Median.....	6:5.4				6:6.5			
Mean.....	6:7.10				6:10.08			
σ_{dis}	7.5 months				11.2 months $\frac{D}{\sigma_{diff}} = \frac{2.98}{.8918} = 3.34$			
σ_{mean}	.4744				.7552			
Years in school								
4½*					1	8.6	1	0
5					1		1	0
5½					2		1	1
6					0		0	0
6½					4		3	1
7					1		0	1
7½					3		1	2
8	1	0.4		1	7		3	4
8½	2	0.8	1	1	6	2.7	4	2
9	15	6.0	6	9	24	10.9	12	12
9½	13	5.2	5	8	40	18.2	14	26
10	67	26.8	40	27	58	26.4	21	37
10½	37	14.8	21	16	51	23.2	35	16
11	85	34.0	38	47	13	5.9	9	4
11½	17	6.8	7	10	9	4.1	7	2
12	13	5.2	6	7				
Median.....	10.61				9.93			
Mean.....	10.514				9.732			
σ_{dis}	.762				1.124 $\frac{D}{\sigma_{diff}} = \frac{.782}{.899} = .87$			
σ_{mean}	.048				.076			

* Each half year interpreted as middle of step, i.e., 4.25-4.75

Actual retardation.—A study of the retardation of each pupil computed from his age upon entering school and the number of years he attended school gives an *actual* retardation which is somewhat less than appears in tables 11, 12, and 13. The real progress in school of the two groups of pupils is shown in table 16. About three-fifths of the high-school pupils investigated made normal progress in school or

TABLE 16

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO THEIR ACTUAL PROGRESS IN SCHOOL

Progress in school by half years	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
Accelerated.....	46	18.4	17	29	17	7.7	9	8
8 half-years.....	0				1		1	0
5 half-years.....	3				0		0	0
4 half-years.....	0		1	2	1		1	0
3 half-years.....	6		2	4	1		0	1
2 half-years.....	10		4	6	7		2	5
1 half-year.....	27		10	17	7		5	2
Normal.....	98	39.2	46	52	31	14.1	13	18
Retarded.....	106	42.4	61	45	172	78.2	90	82
1 half-year.....	54		31	23	38		18	20
2 half-years.....	29		19	10	50		26	24
3 half-years.....	11		4	7	40		18	22
4 half-years.....	8		5	3	22		12	10
5 half-years.....	3		2	1	10		9	1
6 half-years.....	1		0	1	7		3	4
7 half-years.....					1		0	1
8 half-years.....					1		1	
9 half-years.....					3		3	

skipped one or more half-grades. The actual acceleration in group A is about 10 per cent, and in group B is about 5 per cent greater than the theoretical acceleration indicated in tables 11 and 12. The number of pupils in group A making normal progress in school is exactly the same in the two tables; two *less* pupils in group B made normal progress in school according to the actual years in school than according to the Strayer-Engelhardt norms.

Progress in school in relation to test scores.—In tables 17 and 18, actual progress in school is shown in relation to scores made in the

Terman group test. These two tables repeat part of the data shown in tables 8 and 9 of Chapter Two, with a distribution according to progress in school. Table 17 shows the data for 16-year-old pupils. The median and mean scores for accelerated, normal, and retarded pupils of group A show a marked difference. The mean scores vary from 143.29 for the accelerated pupils to 90.08 for the retarded pupils. The means have relatively small standard deviations. In group B, however, the 20 pupils who have made *normal* progress in school made a higher average score than even the accelerated pupils of the group. Eight pupils made normal progress in school and made test scores above 140. The case records showed that four of these eight pupils were out of school only temporarily. Four other pupils left for reasons unrelated to their progress in school. One boy, whose father had just died of tuberculosis, was out of school waiting to be sent to Arroyo Sanitarium. Two girls were engaged to be married, and one boy found it difficult to adjust himself to conditions in the home where there was a new step-mother.

There are 33 points between the mean test scores of the accelerated and retarded pupils of group B. Probably the difference would be even more marked if it were not for the low scores of three accelerated pupils. One of these was a boy who was out of school four and one-half years and skipped four grades after his return; one was a girl with a language handicap who was considered mentally above normal by her teachers, and probably was not properly tested; the third was a boy from Alaska who did not enter school until he was 10 years old, and then made seven grades in six and one-half years.

The difference between the mean scores of the 16-year-old pupils of groups A and B was discussed in the previous chapter. The difference between the mean scores of the accelerated pupils of each group (table 17) is 40 points, and between the mean scores the retarded pupils, 20 points; but the difference between the mean scores of the normal pupils tells a different story. The pupils making normal progress in the eliminated group made a slightly *higher* mean score than the corresponding group in high school. The 2.31 points excess is not a reliable difference, however, as the list of reliabilities indicates.* In another sampling of pupils in high school and of pupils

* Reliability measures for table 17:

$$\begin{array}{rcl}
 \sigma \text{ diff. means (accelerated) A, B} & = & \frac{40.11}{17.80} = 2.25 \\
 \sigma \text{ diff. means (normal) A, B} & = & \frac{2.31}{10.38} = 0.205 \\
 \sigma \text{ diff. means (retarded) A, B} & = & \frac{20.98}{5.543} = 3.64
 \end{array}$$

Many pupils in the two groups investigated were found to have been out of school for a term or even for two or three years. Some families had moved from one city to another and the children had waited for the opening of a term to enroll in the new school; some pupils were ill and out of school for six months or more. Under normal conditions these pupils, who were 16 and 17 years of age, would have been in school 10 or 11 years. The actual number of years they attended school can be seen in table 15. The median number of years of attendance of pupils in group A is only a little over one-half year more than the median for group B, but the range in number of years of attendance is much greater in the latter group. Only one pupil of group A had attended school less than eight and one-half years, whereas 20 pupils in group B had attended school eight years or less. It can readily be imagined that a pupil two years or more older than the others of his class will be socially maladjusted and be likely to leave school as soon as he can do so legally, regardless of the cause of his being over-age for his grade.

Even pupils who made normal progress in school or skipped one or more grades, after having entered late or after having been out of school one or two terms, left school by the age of 17 and all but four of the 20 left as soon as they had reached the age of 16. The test scores made by these 20 pupils were low, only two being above 100. Two girls made the comparatively high scores of 144 and 156. One had completed the low-ninth grade in seven and one-half years and the other had completed the low-tenth grade in eight years of schooling. Both girls were half-orphans and left school because of economic pressure. The two boys in the 16-year-old group who made the lowest scores were twins who made scores of 0 and 8 in the Terman group test. They had entered school at the age of 9 years and 5 months, and their entire six and one-half years of schooling had been in special classes for atypical pupils. The boy with the higher test score made normal progress and his brother was retarded only one term. When they finally left school, three days before becoming 16, the reason given was economic necessity rather than over-ageness or dislike of school, and investigation proved that this was probably correct, as the family was being aided by the Associated Charities.

Although a shortened school career, due either to late entrance in school or to extended absence from school, occurred more frequently among the pupils of group B than of group A, other factors were involved in every case which may have been the cause of the late entrance or of the prolonged absence, and of the final elimination.

eliminated from school there might not be a similar difference in favor of the eliminated group. The presence of the bright child who has made normal progress in school in an eliminated group, however, indicates that factors other than low intelligence cause elimination from school.

Table 18 shows the relation of progress in school to test scores made by 17-year-old pupils. The differences between the average scores of accelerated, normal, and retarded pupils in the two groups are all in favor of group A. The difference between the mean scores of the two accelerated groups is only 9 and the reliability is very low, but the other differences are over 20 and the reliability is sufficiently high to be significant.*

According to the published score norms for each grade (Terman, p. 9), the 50-percentile score of 138 is the norm for the eleventh grade and 147, for the twelfth grade. The numbers above the line drawn under score 140 in table 17 show approximately how many pupils of each group made scores above the norm for the eleventh grade. Similarly, the numbers above the line drawn under score 150 in table 18 show how many pupils of each group made scores above the norm for the twelfth grade. The other lines are for the 25- and 75-percentile scores of 163 and 112, respectively, for the eleventh grade, and 169 and 122 for the twelfth grade.

The median score for the 16-year-old pupils of group A is 112 which is 26 points below the norm for pupils of the eleventh grade, and is exactly the 75-percentile score for this grade. Only 68, or 41 per cent, of the 16-year-old pupils, however, were in the eleventh grade or above.

The median score for the 16-year-old pupils of group B is about 78, which is 60 points below the norm for pupils of the eleventh grade and is even a little below the norm for the 75-percentile score for the ninth grade, which is 81. Only 14 pupils, or 10 per cent, of group B were enrolled in the eleventh grade or above.

Less than four-tenths of the pupils of group A, including both 16- and 17-year-old pupils, and one-tenth of the pupils in group B made a test score up to the norm for the grade in which they should have been enrolled according to their age.

* Reliability measures for table 18:

$$\begin{aligned} \sigma \text{ diff. means (accelerated) A, B} &= \frac{9.10}{20.60} = 0.40 \\ \sigma \text{ diff. means (normal) A, B} &= \frac{21.57}{6.34} = 3.40 \\ \sigma \text{ diff. means (retarded) A, B} &= \frac{22.61}{6.09} = 3.71 \end{aligned}$$

Actual retardation.—A study of the retardation of each pupil computed from his age upon entering school and the number of years he attended school gives an *actual* retardation which is somewhat less than appears in tables 11, 12, and 13. The real progress in school of the two groups of pupils is shown in table 16. About three-fifths of the high-school pupils investigated made normal progress in school or

TABLE 16

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO THEIR ACTUAL PROGRESS IN SCHOOL

Progress in school by half years	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
Accelerated.....	46	18.4	17	29	17	7.7	9	8
8 half-years.....	0				1		1	0
5 half-years.....	3				0		0	0
4 half-years.....	0		1	2	1		1	0
3 half-years.....	6		2	4	1		0	1
2 half-years.....	10		4	6	7		2	5
1 half-year.....	27		10	17	7		5	2
Normal.....	98	39.2	46	52	31	14.1	13	18
Retarded.....	106	42.4	61	45	172	78.2	90	82
1 half-year.....	54		31	23	38		18	20
2 half-years.....	29		19	10	50		26	24
3 half-years.....	11		4	7	40		18	22
4 half-years.....	8		5	3	22		12	10
5 half-years.....	3		2	1	10		9	1
6 half-years.....	1		0	1	7		3	4
7 half-years.....					1		0	1
8 half-years.....					1		1	
9 half-years.....					3		3	

skipped one or more half-grades. The actual acceleration in group A is about 10 per cent, and in group B is about 5 per cent greater than the theoretical acceleration indicated in tables 11 and 12. The number of pupils in group A making normal progress in school is exactly the same in the two tables; two less pupils in group B made normal progress in school according to the actual years in school than according to the Strayer-Engelhardt norms.

Progress in school in relation to test scores.—In tables 17 and 18, actual progress in school is shown in relation to scores made in the

The dotted line under score 50 marks the 75-percentile score for the seventh grade. It is surprising to find seven high-school pupils making scores below this point. Either the test does not represent their real ability or the high school is making remarkable adaptation of courses for pupils of limited ability. Four of the seven pupils were taking vocational courses in art, home economics, or commercial subjects; two were struggling against great discouragement to remain in school; and one was a girl, previously mentioned, who was probably not properly tested, due to language difficulties. She was the only one of the seven who had ambitions for education beyond the high-school course.

TABLE 19

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B PASSING OR FAILING
IN SCHOOL SUBJECTS THEIR LAST TERM IN SCHOOL

Success in school subjects	Number of pupils passing or failing the last term							
	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num- ber	Per cent			Num- ber	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
All passing grades.....	203	81.2	97	106	111	50.5	52	59
Failure in 1 subject.....	33	13.2	21	12	32	14.5	14	18
Failure in 2 subjects.....	7	2.8	2	5	25	11.4	17	8
Failure in 3 subjects.....	5	2.0	2	3	18	8.2	10	8
Failure in 4 or more subjects.....	1	.4	1	.....	21	9.5	12	9
No record.....	1	.4	1	.....	13	5.9	7	6

If the selected group of high-school pupils is a representative sampling for the city of Oakland one must doubt the grade norms quoted. As they stand, they indicate that either a great deal of mal-adjustment is present in the high schools or a decided adjustment of courses is being made.

Low test scores and retardation accompany each other in both the high-school group and the eliminated group, but a much greater proportion of both is found in the latter group.

Courses passed.—It has been shown that low mentality, as indicated by tests, and retardation are found in the high-school group as well as in the group eliminated from school. Some pupils remained in high school even though they had failed in a number of subjects,

but, as might be expected, failure in two or more subjects occurred much more frequently in the eliminated group. The figures regarding the number of courses passed the last term in school are shown in table 19.

Only one pupil who remained in school had failed in all his subjects, and only 13 had failed in more than one. Nearly 10 per cent of the pupils who dropped out of school had failed in four or more subjects, and just one-half of the pupils succeeded in passing in all subjects the last term they were in school. Discouragement was frequently mentioned as a reason for leaving school. Low mentality may have been a factor of which the pupil was not conscious, but he was well aware of the meaning of failure in school subjects and its consequent retardation. One can readily imagine the antagonism, discouragement, and loss of self-esteem from which a large number of the pupils eliminated from school must suffer. Among pupils 16 years of age or over, failure in more than one subject is apparently an indication that withdrawal from school may be expected.

From a study of the progress in school of these two samplings of 16- and 17-year-old pupils it is evident that the regular high school has a problem of adapting its program to a group of pupils of whom half are over-age for their grade and two-thirds have test scores below the norm for the grade. This is the problem with which the school is faced after a large group has been eliminated. If it had been possible to retain the entire group longer the school would then have had the additional problem of adapting its program to a group of pupils, four-fifths of whom were retarded and nearly nine-tenths of whom had a test score below the norm for the grade.

There are differences of opinion as to how far elimination, due to low mentality, can be avoided. Pintner has said that, "Elimination under present conditions is a normal phenomenon and is unavoidable as it has its foundations in human nature itself." (Toops and Pintner, p. 539) He adds that elimination could be reduced only by lowering the standards so that a child would pass through more grades, but not necessarily receive more education. Yet, experimental schools and classes are finding ways of teaching children to succeed rather than to fail. One of the more recent experiments has led its directors to say, "Repeating of grades is the greatest crime against the educational development of the child that the school can commit." (Irwin and Marks, p. 317) There doubtless are limits to educational achievement in what may be called vertical dimensions, but experimentation in the development of the curriculum horizontally has only begun.

Education of parents.—The length of the period of schooling is affected not only by the mentality of the child and the adjustment made by the school, but also by certain home influences. One of these, the education of the parents, has been found in other investigations to bear a close relationship to the school expectancy of the child. (Holley, p. 110) If this is true, the group whose parents have had the most education may be expected to have the better opportunity for continued education.

TABEL 20

THE EDUCATION OF THE MORE HIGHLY EDUCATED PARENT OF PUPILS IN GROUPS A AND B, CLASSIFIED ACCORDING TO GRADE ATTAINED BY THE PARENT AND COMPARED WITH THE GRADE ATTAINED BY THE CHILD

Grade attained by parent	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num-ber	Per-cent			Num-ber	Per-cent		
Total.....	250	100.0	124	126	220	100.0	112	108
More than 12th grade.....	30	12.0	15	15	14	6.4	12	2
Grades 9-12.....	79	31.6	33	46	37	16.8	20	17
Grades 7-8.....	72	28.8	37	35	65	29.5	30	35
6th grade or less.....	69	27.6	39	30	104	47.3	50	54
Compared with education of child:								
More than child.....	72	28.8	36	36	40	18.2	24	16
Same as child.....	7	2.8	4	3	10	4.5	5	5
Less than child.....	171	68.4	84	87	170	77.3	83	87

There was no way of verifying the data concerning the grade in school completed by the parents and, therefore, the periods of schooling have been grouped, in table 20, into four divisions which seem significant: more-than-high school, grades 9 to 12, inclusive, grades 7 and 8, and grade 6 or less. The parent having the greater amount of education was the one included in each case. (More than twice as large a percentage of parents in group A, as in group B, had had one or more years of schooling beyond high school, and more than twice as many had had some high-school education.) More than 30 per cent of the parents of pupils in group A had had as much or more education than the child in question, and more than 80 per cent of the parents of pupils in group B had had as little or less than the child.

PUPILS WHO LEAVE SCHOOL

Scores	Number of 17-year-old pupils accelerated, making normal progress, or retarded									
	Group A					Group B				
	Accelerated			Retarded		Accelerated			Retarded	
	Grand total	Total	2 or more ½ yrs.	1 half year	Normal	Total	2 or more ½ yrs.	1 half year	Normal	Total
Total.....	84	11	7	4	31	42	19	12	11	60
200-210	1				1	0				
190-199	1				1	0				
180-189	4	1	1		3	0		1		1
170-179	7	2	1	1	4	1		0		0
160-169	7	2	2	0	2	3	0	0		2
150-159	8	0	0	0	4	4	3	1	1	1
140-149	4	0	0	0	3	3	2	1		2
130-139	9	2	1	1	3	4	2	1	1	5
120-129	5	2	1	1	1	2	1	0	2	3
110-119	10	1	0	1	6	3	2	0		3
100-109	5	0	0		2	3	0	0	3	5
90-99	4	0	0		0	4	4	0	1	4
80-89	7	1	1		3	3	0	0		1
70-79	4					4	1	1		10
60-69	2					2	1			5
50-59	0					0				3
40-49	4					4				7
30-39	1					1				2
20-29	0					0				3
10-19	1					1				3
0-9										
Median.....	128.00	137.5			145.0	106.7			117.5	77.0
Mean.....	124.88	144.1			143.06	106.4			120.45	84.83
σ_{dis}	42.10	28.44			33.93	41.09			17.77	41.77
σ_{mean}	4.51	8.86			6.06	6.34			5.35	5.40

The dotted line under score 50 marks the 75-percentile score for the seventh grade. It is surprising to find seven high-school pupils making scores below this point. Either the test does not represent their real ability or the high school is making remarkable adaptation of courses for pupils of limited ability. Four of the seven pupils were taking vocational courses in art, home economics, or commercial subjects; two were struggling against great discouragement to remain in school; and one was a girl, previously mentioned, who was probably not properly tested, due to language difficulties. She was the only one of the seven who had ambitions for education beyond the high-school course.

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6th grade or less.....	69	27.6	39	30	104	47.3	50	54
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There was no way of verifying the data concerning the grade in school completed by the parents and, therefore, the periods of schooling have been grouped, in table 20, into four divisions which seem significant: more-than-high school, grades 9 to 12, inclusive, grades 7 and 8, and grade 6 or less. The parent having the greater amount of education was the one included in each case. (More than twice as large a percentage of parents in group A, as in group B, had had one or more years of schooling beyond high school, and more than twice as many had had some high-school education.) More than 30 per cent of the parents of pupils in group A had had as much or more education than the child in question, and more than 80 per cent of the parents of pupils in group B had had as little or less than the child.

Many pupils in the two groups investigated were found to have been out of school for a term or even for two or three years. Some families had moved from one city to another and the children had waited for the opening of a term to enroll in the new school; some pupils were ill and out of school for six months or more. Under normal conditions these pupils, who were 16 and 17 years of age, would have been in school 10 or 11 years. The actual number of years they attended school can be seen in table 15. The median number of years of attendance of pupils in group A is only a little over one-half year more than the median for group B, but the range in number of years of attendance is much greater in the latter group. Only one pupil of group A had attended school less than eight and one-half years, whereas 20 pupils in group B had attended school eight years or less. It can readily be imagined that a pupil two years or more older than the others of his class will be socially maladjusted and be likely to leave school as soon as he can do so legally, regardless of the cause of his being over-age for his grade.

Even pupils who made normal progress in school or skipped one or more grades, after having entered late or after having been out of school one or two terms, left school by the age of 17 and all but four of the 20 left as soon as they had reached the age of 16. The test scores made by these 20 pupils were low, only two being above 100. Two girls made the comparatively high scores of 144 and 156. One had completed the low-ninth grade in seven and one-half years and the other had completed the low-tenth grade in eight years of schooling. Both girls were half-orphans and left school because of economic pressure. The two boys in the 16-year-old group who made the lowest scores were twins who made scores of 0 and 8 in the Terman group test. They had entered school at the age of 9 years and 5 months, and their entire six and one-half years of schooling had been in special classes for atypical pupils. The boy with the higher test score made normal progress and his brother was retarded only one term. When they finally left school, three days before becoming 16, the reason given was economic necessity rather than over-ageness or dislike of school, and investigation proved that this was probably correct, as the family was being aided by the Associated Charities.

Although a shortened school career, due either to late entrance in school or to extended absence from school, occurred more frequently among the pupils of group B than of group A, other factors were involved in every case which may have been the cause of the late entrance or of the prolonged absence, and of the final elimination.

TABLE 15
NUMBER AND PER CENT OF BOYS AND GIRLS IN GROUPS A AND B CLASSIFIED
ACCORDING TO AGE AT ENTERING SCHOOL AND NUMBER OF YEARS IN SCHOOL

Age at entering school	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
5:0-5:5	1	.4	0	1	1	.5	1	0
5:6-5:11	25	10.0	9	16	12	5.4	7	5
6:0-6:5	110	44.0	51	59	93	42.3	53	40
6:6-6:11	66	26.4	40	26	48	21.8	24	24
7:0-7:5	26	10.4	10	16	33	15.0	13	20
7:6-7:11	12	4.8	8	4	11	5.0	4	7
8:0-8:5	7	2.8	4	3	7	3.2	2	5
8:6-8:11	2	.8	1	1	5	2.2	2	3
9:0-9:5	1	.4	1	0	4	1.8	2	2
9:6-9:11					2	0.9	1	1
10:0-10:5					2	0.9	2	0
10:6-10:11					1	0.5	0	1
11:0-11:5					0	0.0	0	
11:6-11:11					1	0.5	1	
Median.....	6:5.4				6:6.5			
Mean.....	6:7.10				6:10.08			
σ_{dis}	7.5 months				11.2 months			
σ_{mean}	.4744				$\frac{D}{\sigma_{diff.}} = \frac{2.98}{.8918} = 3.34$			
Years in school								
4½*					1	8.6	1	0
5					1		1	0
5½					2		1	1
6					0		0	0
6½					4		3	1
7					1		0	1
7½					3		1	2
8	1	0.4		1	7		3	4
8½	2	0.8	1	1	6	2.7	4	2
9	15	6.0	6	9	24	10.9	12	12
9½	13	5.2	5	8	40	18.2	14	26
10	67	26.8	40	27	58	26.4	21	37
10½	37	14.8	21	16	51	23.2	35	16
11	85	34.0	38	47	13	5.9	9	4
11½	17	6.8	7	10	9	4.1	7	2
12	13	5.2	6	7				
Median.....	10.61				9.93			
Mean.....	10.514				9.732			
σ_{dis}	.762				1.124			
σ_{mean}	.048				$\frac{D}{\sigma_{diff.}} = \frac{.782}{.899} = .87$			

* Each half year interpreted as middle of step, i.e., 4.25-4.75

but, as might be expected, failure in two or more subjects occurred much more frequently in the eliminated group. The figures regarding the number of courses passed the last term in school are shown in table 19.

Only one pupil who remained in school had failed in all his subjects, and only 13 had failed in more than one. Nearly 10 per cent of the pupils who dropped out of school had failed in four or more subjects, and just one-half of the pupils succeeded in passing in all subjects the last term they were in school. Discouragement was frequently mentioned as a reason for leaving school. Low mentality may have been a factor of which the pupil was not conscious, but he was well aware of the meaning of failure in school subjects and its consequent retardation. One can readily imagine the antagonism, discouragement, and loss of self-esteem from which a large number of the pupils eliminated from school must suffer. Among pupils 16 years of age or over, failure in more than one subject is apparently an indication that withdrawal from school may be expected.

From a study of the progress in school of these two samplings of 16- and 17-year-old pupils it is evident that the regular high school has a problem of adapting its program to a group of pupils of whom half are over-age for their grade and two-thirds have test scores below the norm for the grade. This is the problem with which the school is faced after a large group has been eliminated. If it had been possible to retain the entire group longer the school would then have had the additional problem of adapting its program to a group of pupils, four-fifths of whom were retarded and nearly nine-tenths of whom had a test score below the norm for the grade.

There are differences of opinion as to how far elimination, due to low mentality, can be avoided. Pintner has said that, "Elimination under present conditions is a normal phenomenon and is unavoidable as it has its foundations in human nature itself." (Toops and Pintner, p. 539) He adds that elimination could be reduced only by lowering the standards so that a child would pass through more grades, but not necessarily receive more education. Yet, experimental schools and classes are finding ways of teaching children to succeed rather than to fail. One of the more recent experiments has led its directors to say, "Repeating of grades is the greatest crime against the educational development of the child that the school can commit." (Irwin and Marks, p. 317) There doubtless are limits to educational achievement in what may be called vertical dimensions, but experimentation in the development of the curriculum horizontally has only begun.

Education of parents.—The length of the period of schooling is affected not only by the mentality of the child and the adjustment made by the school, but also by certain home influences. One of these, the education of the parents, has been found in other investigations to bear a close relationship to the school expectancy of the child. (Holley, p. 110) If this is true, the group whose parents have had the most education may be expected to have the better opportunity for continued education.

TABLE 20

THE EDUCATION OF THE MORE HIGHLY EDUCATED PARENT OF PUPILS IN GROUPS A AND B, CLASSIFIED ACCORDING TO GRADE ATTAINED BY THE PARENT AND COMPARED WITH THE GRADE ATTAINED BY THE CHILD

Grade attained by parent	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num- ber	Per cent			Num- ber	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
More than 12th grade.....	30	12.0	15	15	14	6.4	12	2
Grades 9-12.....	79	31.6	33	46	37	16.8	20	17
Grades 7-8.....	72	28.8	37	35	65	29.5	30	35
6th grade or less.....	69	27.6	39	30	104	47.3	50	54
Compared with education of child:								
More than child.....	72	28.8	36	36	40	18.2	24	16
Same as child.....	7	2.8	4	3	10	4.5	5	5
Less than child.....	171	68.4	84	87	170	77.3	83	87

There was no way of verifying the data concerning the grade in school completed by the parents and, therefore, the periods of schooling have been grouped, in table 20, into four divisions which seem significant: more-than-high school, grades 9 to 12, inclusive, grades 7 and 8, and grade 6 or less. The parent having the greater amount of education was the one included in each case. (More than twice as large a percentage of parents in group A, as in group B, had had one or more years of schooling beyond high school, and more than twice as many had had some high-school education.) More than 30 per cent of the parents of pupils in group A had had as much or more education than the child in question, and more than 80 per cent of the parents of pupils in group B had had as little or less than the child.

SOCIAL ADJUSTMENT

Pupils may be making satisfactory progress in their classes in school and yet fail to adapt themselves to the social life of the school, or, the reverse. A study of several items which point toward success or failure in the social adaptation of the pupil includes his attitude toward school, the part he takes in school organizations, his reactions toward school regulations, and his association with other pupils. Teachers and counselors, and the pupils, themselves, in their interviews with the visiting teacher supplied the rather subjective data which are summarized in this section. The attitude toward the school, as expressed by the pupils, is shown in table 21.

TABLE 21
THE PUPILS OF GROUPS A AND B CLASSIFIED ACCORDING TO THEIR ATTITUDE
TOWARD SCHOOL

Attitude toward school	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num- ber	Per cent			Num- ber	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
Favorable.....	206	82.4	105	101	41	18.6	18	23
Indifferent.....	29	11.6	14	15	68	30.9	36	32
Unfavorable.....	15	6.0	5	10	104	47.3	51	53
Not stated.....					7	3.2	7	

Attitude toward school.—Enjoyment of school life is no longer frowned upon by parents and teachers although it is still denied many pupils. It is encouraging to find that over 80 per cent of the pupils in group A said that they were enjoying their life in school and that only 6 per cent disliked school. Those who dislike school, it can readily be imagined, are more likely to drop out as soon as they reach the age of freedom, so it was not surprising to find more than three-fourths of the pupils of group B either indifferent to school or actively disliking it. In both groups A and B, the proportion of girls who disliked school slightly exceeded the proportion of boys.

School and education are so closely associated in people's minds that it becomes a serious problem when pupils dislike school, as it may mean that they will transfer this distaste to all education. It apparently is the task of the part-time school to win back to a favorable

attitude toward school a very large proportion of its personnel. This task cannot be accomplished under great handicaps. If the building is less attractive than the one the pupils left, if the equipment is more worn-out, if the teachers are less well qualified to teach, the school cannot hope to solve this problem of morale.

The attitude toward school, however, is not created by buildings, equipment, and teachers alone, but also by the success which the

TABLE 22

THE PUPILS OF GROUPS A AND B CLASSIFIED ACCORDING TO CERTAIN INDICATIONS OF SOCIAL ADAPTATION

Social adaptation as shown by:	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num- ber	Per cent			Num- ber	Per cent		
Total.....	250		124	126	220		112	108
Social tendencies:								
Leaders.....	48	19.2	26	22	12	5.5	6	6
Not leaders.....	202	80.8	98	104	208	94.5	106	102
Members.....	195	78.0	100	95	110	50.0	63	47
Not members.....	55	22.0	24	31	110	50.0	49	55
Anti-social tendencies:								
Unsociable.....	18	7.2	13	5	18	8.2	7	11
Truant.....	5	2.0	2	3	58	26.4	34	14
Disciplinary problems.....	16	6.4	13	3	60	27.3	48	12
Social problems.....					6	2.7	1	5

pupils have in cooperating with their associates in school activities. Some measure of the social adaptation of pupils to their own group is shown in table 22.

School activities.—Even in a large school the number of leaders in school activities is necessarily rather small. About 20 per cent of the pupils of group A had been officers, directors, or had otherwise had leadership experience in one or more school activities; only 5 per cent of the eliminated group had held an office in school, and two of the 12 listed as leaders were called by the counselor “leaders in mischief.” Membership in most school activities is entirely voluntary. More than three-fourths and just one-half of the pupils of groups A and B, respectively, had belonged to some form of school organization.

Anti-social tendencies.—Unsociability does not seem to be a special characteristic of the eliminated pupils as the percentages of pupils

who were definitely unsocial are almost the same in the two groups. Anti-social tendencies, as exhibited by playing truant or being a disciplinary or social problem, are found in decidedly larger proportions in the eliminated group if these data represent the facts regarding these two groups. Teachers have too many problems to retain long the memory of each pupil's maladjustments so there is no certainty that the percentages are correct. It is probably true, however, that the differences are minimized rather than exaggerated, since teachers were interviewed while the pupils of group A were still in school, but after the pupils of group B had left school and an interval of time had elapsed in which to forget their special problems.

CONCLUSIONS

Some of the most evident facts brought out by the data are:

1. Pupils remain in school in spite of retardation, over-ageness and low mentality; in spite of low educational status of parents; and in spite of poor social adjustment with associates in school.
2. Pupils who remain in school have quite generally a favorable attitude toward school. This is, of course, an indication of a fairly good adjustment between the child and his school life. If there is retardation, there is probably some compensating factor which keeps the child contented in his school work.
3. Pupils who leave school cannot be described by any one set of characteristics. There is not a *type* of child who leaves school; there is not a *typical* continuation-school pupil.
4. High intelligence, marked success in school work, and participation in school activities are found among the pupils who leave school early, as well as extremely low scores, over-ageness, retardation, and failure in school subjects.
5. Few pupils who leave school early have been leaders in school activities, or leave with a favorable attitude toward school.

Upon the educational philosophy of the administrator will depend the use of such conclusions as the above in his educational program. When compulsory school attendance ended at the age of 14 and there were no continuation schools, a large part of the problem which the school is now facing disappeared and the school was not conscious of its lack of adaptation. With an extension of the age of compulsory attendance to 18 years, the school is forced to face the problem in either the regular school or in the continuation school.

Schools are making their most successful efforts in solving the problem of adjustment in the lower grades before the pupil has become

conscious that he is a misfit. When the work in the upper grades is equally well adapted and pupils are placed in classes where they can succeed, much early elimination will cease and the part-time school can turn its attention to its original purpose of assisting boys and girls to adapt themselves to employment. Until that time it is apparently the problem of the part-time school to rehabilitate pupils who leave school with a record of failure behind them, re-interest them in education, and set up new goals which it is possible for them to reach.

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CHAPTER FIVE

THE CHILD AND THE HOME

It has been shown that the nativity of the parents and the test score of the pupils are factors which cannot be ignored in estimating a child's school expectancy. It has been shown also that the school has a problem of devising a program both in curriculum and in social activities if pupils are to remain longer in school, or if the pupils who tend to drop out of school are to leave with a feeling of academic or social success. The home, however, has such an influence on the life of the child that it must be considered as a factor contributing either to elimination from school or to persistence in school.

In Chapter Three the nativity of the parents of the two groups of pupils under consideration was shown to differ so decidedly that we may expect different home standards and ideals as well. It is, of course, more or less arbitrary to judge by our standards the homes of pupils whose parents were reared under other cultures. This disadvantage is recognized, however, and avoided in so far as possible.

Size of family.—The number of children in the family has been mentioned as a factor affecting the length of the period of schooling. In the two groups investigated the percentages of families with only one or only two children were 46.4 and 26.3 in groups A and B, respectively. The percentage of children belonging to small families was a little less than twice as large in the high-school group as in the eliminated group. On the other hand, the percentage of families with more than five children was more than twice as large in the eliminated group as in the high-school group. Table 23 shows the number of children in the families of each group. Apparently being an only child or a child with only one brother or sister contributes to retention in school, and being one of six or more children in a family contributes to elimination. Other factors are doubtless involved and there is no contention that mere number in the family is a primary cause of elimination. Holley found in his investigation of two similar groups of children in Urbana, Illinois, that the "Size of family has only a slight negative correlation ($-0.06 \pm .05$) with the schooling of the children." (Holley, p. 75)

Parental conditions.—One of the generally accepted essentials of the normal home is that the child shall be living at home with both parents. This was found to be the condition in a larger percentage of the homes of pupils in group A than in group B. Less than 60 per

TABLE 23

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B DISTRIBUTED ACCORDING TO NUMBER OF CHILDREN IN THE FAMILY AND THE NUMBER AND PER CENT OF NATIVE WHITE PUPILS OF NATIVE PARENTAGE IN EACH DISTRIBUTION

Number of children in family	Group A						Group B					
	Total		Native white parentage		All others*		Total		Native white parentage		All others*	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total	250	100.0	130	55.6	111	44.4	220	100.0	94	44.5	122	55.5
11	0						2					
10	1						4					
9	1	10.5	10	37.0	17	63.0	4	25.0	14	29.1	30	70.9
8	2						12					
7	12						19					
6	11						23					
5	22	5.6	19	35.9	34	64.1	25	22.3	28	48.7	32	51.3
4	31	12.4					32	14.5				
3	44	17.6	75	60.5	49	39.5	47	21.4	64	52.5	44	37.5
2	90	36.0					41	18.6				
1	48	19.2	35	72.9	13	27.1	57	25.9	31	59.6	26	45.4
Median	2.39						4.23					
Mean	3.43						4.23					
S.D.	1.96						2.28					
Range	11.4						11.4					

* Includes foreign or mixed parentage. Negroes and Orientals.

$$\frac{111}{250} = 44.4\% \quad \frac{122}{220} = 55.5\%$$

cent of the pupils of group B and more than one-half of the pupils of group A were living in normal homes. The percentages of pupils who were living with one parent were 17.6 per cent for group A and 25.9 per cent for group B. A larger percentage of the pupils of group A lived with parents and more than one-half of the pupils of group B were not related. These facts are shown in Table 23.

If the high-school group is a fair sampling of boys and girls 16 to 18 years of age in Oakland, it would appear that about 30 per cent of the high-school pupils of Oakland are living under abnormal home conditions. Of the pupils whose homes are called abnormal, about half were living with a parent who was widowed, divorced, or separated and had not remarried, and about one-fourth were living with one parent and a step-parent. The remaining 14 boys and girls lived alone, or with other relatives or persons who were not relatives; in only three cases were both parents dead.

TABLE 24

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO PARENTAL CONDITIONS IN THE HOME

Parental conditions	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num-ber	Per cent			Num-ber	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
Propositus living with:								
Both parents.....	178	71.2	90	88	129	58.6	73	56
One parent, other dead, di- vorced, or separated.....	38	15.2	17	21	49	22.3	22	27
One parent and a step-parent..	20	8.0	9	11	24	10.9	10	14
A relative who is not a parent.	4	1.6	3	1	12	5.5	6	6
Guardian, employer, or other not related.....	10	4.0	5	5	6	2.7	1	5

If the continuation-school group is a fair sampling of the boys and girls 16 to 18 years of age who leave the regular school before completing the secondary-school course it appears that of the pupils who leave school early in Oakland over 40 per cent live under abnormal home conditions. Almost 50 per cent of the girls came from abnormal homes. In this drop-out group, 10 per cent had step-parents and a little over twice as many more lived with one parent widowed, separated, or divorced and not remarried, and the remaining 18 lived with employers, relatives, guardians, friends, etc. In only five cases were both parents dead.

Home influence is such a subtle factor in the life of a child and is so complex, it is futile to attempt to isolate the one item which might be called the "essence of the home." The Whittier Scale for Grading

Homes (Williams) was selected for use in this investigation before the data were gathered and the items necessary for grading homes were put into the schedules used. At the time this seemed to be the only home-rating scale in print, except for Holley's rule-of-thumb "Family Index." (Holley, p. 71) As the Whittier scale was made from a study of the homes of California pupils it seemed particularly well adapted to use in the Oakland study. Most of the children investigated lived in separate houses, rather than in flats or apartment houses. This would not be true, of course, in a scale made in New York City. After the investigation was started, Dr. Woolley's book containing a home-rating scale with 100 as the maximum score, came from the press. (Woolley, Chap. 13) One of the advantages of her scale is the weighting of the items measured. The five items to be scored have various values from 10 to 30. Numerical values are given for the terms "very poor, poor, fair, good," but the rater is left to decide what is poor or good. The Whittier scale is devised like the Thorndike handwriting scale, with samples at each level. At least three different homes are described for each of five levels and in respect to each of five items. Each of these items has a maximum value of 5, making a total of 25 points.

The variety of home conditions among 470 children is so great that no such scale could cover all the possible cases, and a few were found very difficult to score. For example, no case appears in the Whittier scale in which a child is not living with at least one parent or some relative. In the two groups under consideration, a total of 17 boys and girls—about 4 per cent, were not living with relatives. Of the high-school pupils, one lived with the family that employed her; one was adopted, five lived with guardians who were not relatives, two lived alone but received some support from relatives, and one, a Chinese girl, lived in a church orphanage. Of the eliminated group, three lived with employers, two with foster-parents, one with the parents of her chum, and one with a guardian. In scoring these cases for parental conditions and parental supervision, the effect of these conditions on the child was considered and so compared with the scale as the only feasible means of scoring.

HOME INDEX

As indicated by its author, the Whittier scale is "intended to assist in determining only the general social level represented by the home, and the extent to which it is favorable, on the whole, to the best interests of the children." Five major items make up this scale:

(1) necessities, (2) neatness, (3) size, (4) parental condition, and (5) parental supervision. The highest index or score on this scale is 25, but the scale does not limit the score at this point if unusual conditions seem to warrant a higher score. In only six cases did it seem justifiable to exceed the score of 25. In these cases the wealth of the family or the size of the home caused the higher score. The home scores for high-school pupils were from 7 to 27 and for eliminated pupils from 4 to 26, showing little difference in range, but a marked difference in the distribution into quartiles. Figure 5 shows the curves of the two distributions of scores and table 25 shows the number of pupils making each score and the number and per cent in each quartile as well as the medians and averages. Data were incomplete for one boy and three girls in group B.

From the figure and table below it is evident that there is a significant difference between the two series of scores in several respects. In comparing the index scores of the poorest homes, the fourth quartile is seen to contain less than 1 per cent of homes of pupils in group A, and 6 per cent of homes of pupils in group B; in the third quartile the percentage of homes of group B is nearly four times as large as the percentage of group A; and in the first quartile, the division of best homes, the percentage of homes of the high-school group is more than three times as large as the percentage of homes of the eliminated group. The mean scores of the two groups differ by 3.8 points. The reliability of the difference is high.

The medians of the two groups are 22.24 and 18.59. Nearly 85 per cent (84.4) of the homes of pupils in group A are above the median score of group B, and only 17.7 per cent of the homes of pupils in group B are above the median score for group A.

Dr. Williams indicates that, "The average index of a miscellaneous group of homes of non-delinquent children was found to be 22. (Williams, p. 12) This corresponds exactly with the median of the high-school group, and the average there is only .83 of a point below 22. Dr. Williams adds that, "The latter were not average homes. however, and hence do not represent the population as a whole. In general, it may be said that homes grading above 20 are favorable." He also states that, "The average index for the homes of delinquent boys committed to the Whittier State School is about 17." It will be observed that the average index of the homes of the eliminated group is only a fraction larger than the average index for the homes of delinquent boys.

TABLE 25

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B DISTRIBUTED ACCORDING
TO HOME INDEX ON THE WHITTIER SCALE FOR GRADING HOMES

Home index	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	216	100.0	111	105
27.....	1		0	1	0		0	0
26.....	4		0	4	1		0	1
25.....	33		18	15	7		3	4
24.....	24		11	13	5		4	1
23.....	32		15	17	8		4	4
22.....	41		22	19	16		11	5
1st Quartile*	135	54.0	66	69	37	17.1	22	15
21.....	25		15	10	18		9	9
20.....	20		10	10	26		16	10
19.....	23		11	12	20		7	13
18.....	19		7	12	17		8	9
17.....	8		2	6	16		10	6
16.....	4		3	1	19		8	11
2d Quartile.....	99	39.6	50	51	116	53.7	58	58
15.....	7		4	3	13		7	6
14.....	3		2	1	7		1	6
13.....	4		2	2	10		5	5
12.....	1		1	0	7		3	4
11.....	0		0	0	4		3	1
10.....	0		0	0	9		5	4
3d Quartile.....	15	6.0	9	6	50	23.2	24	26
9.....	0		0		3		2	1
8.....	0		0		4		1	3
7.....	1		1		2		1	1
6.....					1		1	0
5.....					1		0	1
4.....					2		2	0
4th Quartile.....	1	0.4	1	0	13	6.0	7	6
Median.....	22.24				18.59			
Mean.....	21.17				17.36			
σ_{dis}	3.15				4.53			
σ_{mean}	0.20				0.308			

* The quartile is one-fourth the range. $\sigma_{diff. means} = .703$

$$\frac{\text{Diff. means}}{\sigma_{diff. means}} = \frac{3.81}{.703} = 5.4$$

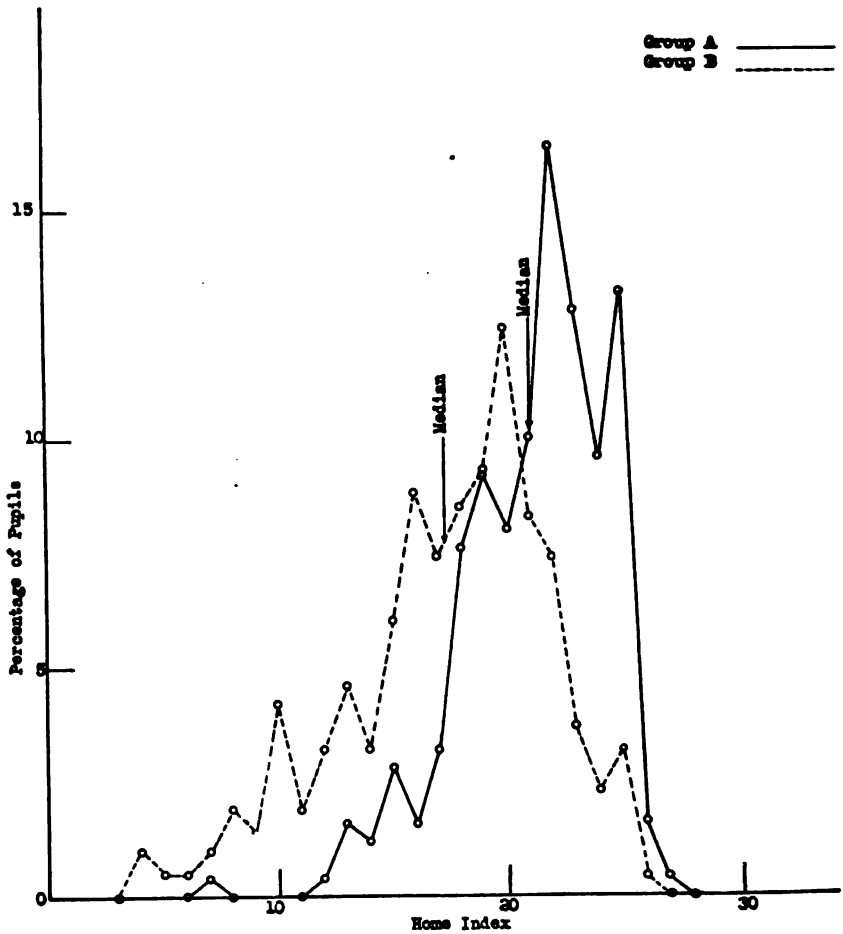


Figure 5.—Comparison of the Distributions of Home Scores of Pupils in Groups A and B

PHYSICAL CONDITIONS IN THE HOME

The Whittier scale has two items comprising what might be termed the social conditions, and three items comprising the physical conditions in the home. An unusually well-furnished house will balance a score for a home in which there is a very detrimental parental influence. It is doubtful if the luxurious furnishings can do so much for the child himself. A weighting of the social conditions so that they count for more, rather than for less, than the physical conditions would probably make a better home index.

Necessities.—However, there are some striking differences in distribution of scores on the physical factors of the homes of the pupils who remained in school and the pupils who left school. Income, food and clothing, shelter, furnishings, and comforts are included under the heading of necessities. In table 26 the distribution of scores on this item in the home is shown.

TABLE 26

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO SCORES ON NECESSITIES IN THE HOME

Scores on necessities in the home	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num-ber	Per-cent			Num-ber	Per-cent		
Total.....	250	100.0	124	126	220	100.0	112	108
6.....	5	2.0	0	5	3	1.4	2	1
5.....	128	51.2	69	59	37	16.8	24	13
4.....	70	28.0	32	38	77	35.0	35	42
3.....	38	15.2	18	20	55	25.0	25	30
2.....	8	3.2	4	4	33	15.0	16	17
1.....	1	0.4	1	0	11	5.0	8	3
0.....					1	.4	1	0
Not scored.....					(3)	1.4	1	2
Median.....	5.06				4.11			
Mean.....	4.824				3.97			
σ_{dis}	.896				1.617			
σ_{mean}	.057				.1098			

$$\sigma_{diff. means} = .124 \quad \frac{D_{means}}{\sigma_{diff.}} = \frac{.854}{.124} = 6.9$$

One child in group B lived in a home which is scored zero. This score is not literally true, of course, but is comparatively so. According to the visiting teacher's report, "The home was about as bare of furniture and comfort as any house could possibly be and still have people occupying it." The details of the sanitary conditions were revolting. The boy in question ate no meals at home and was never there in the evenings except to sleep. A social agency reported that the mother was erratic and would not permit a visitor to enter the house.

Only one pupil in group A came from a home with a score of lowest rank in necessities. This was a Chinese boy who lived with seven other members of the family in three rooms over a basement cigar factory in which his father was employed. The rooms were reached through the cigar factory down a dark passage and up a dark, narrow stairway. The filth and squalor were beyond description. The boy had a test score of 121 and was encouraged by his father in his determination to complete the high-school course.

The homes of three pupils of group B and of five pupils of group A were so well provided with luxuries that they were scored 6 on this

TABLE 27

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO TYPE OF HOUSING

Type of housing	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
House.....	199	79.6	101	98	166	75.5	85	81
Flat.....	34	13.6	15	19	35	15.9	18	17
Apartment.....	14	5.6	7	7	17	7.7	7	10
Rooms.....	2	.8	1	1	2	0.9	2	0
Institution.....	1	.4	0	1				
Owned.....	177	70.8	91	86	126	57.3	66	60
Rented.....	72	28.8	33	39	94	42.7	46	48
Institution.....	1	.4	0	1				

item. The ratio of homes scored 5 or more in necessities is 3 to 1 in favor of group A. Below this point the ratio is in favor of group B at each level. Among the homes scored 2, for instance, the ratio is nearly 1 to 5 in favor of group B. The reliability of the difference in average scores is very high.

The differences in the homes seemed to lie in the state of repair, the furnishings, and the conveniences rather than in the type of dwelling. Separate houses were the rule in over three-fourths of the cases in each group. Nearly 80 per cent of pupils in group A and 75 per cent of pupils in group B lived in separate cottages or houses. A much larger percentage of the homes were owned by the families of group A than of B, however. The figures regarding type of housing are shown in table 27.

Holley found the number of books the best single index of educational opportunity. (Holly, p. 110) In the homes visited in Oakland frequently no books were in sight. No data are available for 21 homes of group A and 57 homes of group B. It is quite probable that if no books were in sight there were very few owned. School books have been furnished by the school department so long that not even text books were found in some homes. The median number of books is very low in both groups of homes, as can be seen in table 28.

TABLE 28

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO NUMBER OF BOOKS IN THE HOME

Number of books in the home	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
Over 200.....	19	7.6	11	8	3	1.4	1	2
100-199.....	25	10.0	18	7	27	12.3	21	6
50- 99.....	62	24.8	23	39	26	11.8	13	13
25- 49.....	37	14.8	19	18	23	10.4	11	12
0- 24.....	86	34.4	44	42	84	38.2	41	43
Not stated.....	21	8.4	9	9	57	25.9	35	22
Median.....	44.3				24.3			

Holley reported 100 and 50 books, respectively, as medians in his two groups in Decatur, Illinois, but the medians here are only 44.3 and 24.3. The former is about twice as large as the latter which leads one to believe that even in the day of public libraries and school libraries lack of books in the home is a factor accompanying shortened education. If the number of homes for which no data are given were added to the number of homes having less than 25 books the percentage of homes with less than 25 books would then be 42.8 in group A and 64.1 in group B. Since 22 per cent of the native white pupils of group A, and 39 per cent of group B had parents who were born in non-English-speaking countries, it is not surprising that there were many homes in which books were rare. Musical instruments, on the other hand, were not a distinguishing feature of either group of homes.

Practically every home of both groups had some sort of musical instrument. Radios and victrolas were, of course, the most common. Only three homes of group A and seven of group B had no musical instrument of any kind.

Neatness.—The term neatness is intended to include more than the mere requirements of order and good taste. Interior and exterior arrangement, sanitation, and use of equipment are included. The distribution of the scores of homes is shown in table 29. Only two homes

TABLE 29

THE NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO SCORE ON NEATNESS IN THE HOME

Score on neatness in the home	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Num-ber	Per-cent			Num-ber	Per-cent		
Total.....	250	100.0	124	126	220	100.0	112	108
5.....	135	54.0	68	67	63	28.6	36	27
4.....	53	21.2	23	30	58	26.4	24	34
3.....	35	14.0	18	17	48	21.8	25	23
2.....	25	10.0	13	12	34	15.5	18	16
1.....	2	0.8	2	0	13	5.9	8	5
Not scored.....					4	1.8	1	3
Median.....	5.07				4.22			
Mean.....	4.68				4.07			
$\sigma_{dis.}$	1.058				1.226			
σ_{mean}	.0669				.083			

$$\sigma_{diff. means} = .105 \quad \frac{D_{means}}{\sigma_{diff. means}} = \frac{.61}{.107} = 5.7$$

in group A are given the lowest score. One of these was the home of the Chinese boy mentioned before; in the other home the mother had recently been ill and the two-room shack was "stacked with books, clothing, and personal effects, the air foul from lack of ventilation." This may not have been quite the normal condition of the home. Thirteen homes of group B are rated 1 in neatness. Nearly twice as many homes of group B as of group A are rated below 4 in neatness, so it can be seen that disorder and unsanitary conditions are factors accompanying elimination from school.

Size of home.—The amount of available living space in proportion to the number of persons living in the home, the number of bedrooms, sleeping porches, and general conveniences for living are included under the heading of the size of home. The distribution of scores on size of homes is shown in table 30. It will be seen that the ratio of homes scored 5 is about 3 to 1 in favor of group A, and at the other end of the scale the ratio of homes scored 1 and 2 becomes 1 to 16 in favor of group B.

TABLE 30

THE NUMBER AND PER CENT OF HOMES OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO SCORE ON SIZE OF HOME

Score on size of home	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
6.....	2	0.8		2	1	0.4	1	0
5.....	157	62.8	76	81	50	22.7	22	28
4.....	57	22.8	32	25	64	29.1	37	27
3.....	30	12.0	14	16	47	21.4	25	22
2.....	3	1.2	1	2	32	14.6	12	20
1.....	1	0.4	1	0	24	10.9	15	9
Not scored.....					2	0.9		2
Median.....	5.22				4.09			
Mean.....	4.988				3.9			
σ_{dis}	.79				1.84			
σ_{mean}	.05				.125			

$$\sigma_{diff. means} = .135 \quad \frac{D_{means}}{\sigma_{diff. means}} = \frac{1.088}{.135} = 8.06$$

One item in the study of the size of the home is the relation of the number of persons living in the house to the number of rooms. Size of rooms and arrangement are other items which are considered, but which are more difficult to show numerically. The distribution of the homes according to the number of persons to the room is shown in table 31.

Overcrowding does not seem to be a great problem in Oakland, although there are 37 homes of pupils in group B where there are one and one-half persons or more to the room. This occurs four times as frequently in the homes of group B as in the homes of group A.

Seven persons in three rooms, eight or nine persons in five rooms, nine persons in four rooms are some of the cases in group B picked at random. About 40 per cent of the pupils of group A lived in homes where there was a ratio of more than one person to a room and about 61 per cent of the pupils of group B lived under such conditions. It can readily be seen that crowding of this kind makes it difficult for young people to study at home and, aside from indications of low economic and social standards, is no doubt in itself a factor contributing to early elimination from school.

TABLE 31

THE NUMBER AND PER CENT OF HOMES OF PUPILS OF GROUPS A AND B CLASSIFIED
ACCORDING TO THE NUMBER OF PERSONS TO A ROOM

Number of persons to a room	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	120	123	220	100.0	112	106
2.0-2.4.....	2	0.8	1	1	8	3.7	6	2
1.5-1.9.....	8	3.3	1	7	29	13.3	13	16
1.0-1.4.....	88	36.2	50	38	96	44.0	54	42
0.5-0.9.....	134	55.1	63	71	81	37.2	37	44
0.0-0.4.....	11	4.5	5	6	4	1.8	2	2
Not stated.....	(7)	.....	(4)	(3)	(2)	.....	0	2
Median.....	.91				1.25			
Mean.....	.95				1.15			
σ_{dis}	.33				.41			
σ_{mean}	.023				.025			

$$\sigma_{diff. means} = .036 \quad \frac{D_{means}}{\sigma_{diff. means}} = \frac{.20}{.0357} = 5.6$$

HOME ATMOSPHERE

Wholesome relationships between the various members of the family are probably more vital to the success of the home than are the physical conditions. Parental conditions and parental supervision are considered separately.

Parental conditions.—The great difference between the homes of the two groups of pupils investigated, in respect to home atmosphere, can be seen in the comparative scores in tables 32 and 33. The median scores in parental conditions do not show marked differences but at

the extremes the differences are striking. Three times as many pupils of group B as of group A were in homes which are scored 1 or 2. The proportion of the pupils whose homes are scored 5 is nearly twice as large in group A as in group B. There is every reason to believe that home conditions affect school work vitally. It is, therefore, surprising to find four pupils remaining in school whose home conditions rate so low. Before the investigation was completed, one boy of these four left school and one of the girls intended to leave at the end of the

TABLE 32

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO SCORE ON PARENTAL CONDITIONS

Score on parental conditions	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
5.....	95	38.0	52	43	46	20.9	27	19
4.....	83	33.2	37	46	79	35.9	40	39
3.....	54	21.6	27	27	54	24.5	32	22
2.....	14	5.6	6	8	23	10.5	8	15
1.....	4	1.6	2	2	18	8.2	5	13
Median.....	4.64				4.19			
Mean.....	4.504				4.009			
σ_{dis}	.982				.956			
σ_{mean}	.062				.064			

$$\sigma_{diff. means} = .089 \quad \frac{D_{means}}{\sigma_{diff. means}} = \frac{.495}{.089} = 5.56$$

semester to be married. One girl whose parental condition was rated 1 is now living in an orphanage for Chinese girls under very happy circumstances. The fourth pupil, a boy, was discontented in school and was expected to leave soon.

Parental supervision.—When scoring homes on parental supervision it was necessary to add a zero score to the Whittier scale as there were five children in group B and one child in group A who had no parental supervision. The boy in group A is the boy mentioned above, who left school before the investigation of the entire group was completed. He reported that he knew nothing of his father, and that he seldom saw his mother. His mother moved about from one place to

another securing room and board for him and his brother where she could see them occasionally. He never knew how long he might stay in a school. Five pupils of group B had home conditions equally lacking in supervision.

Too much parental supervision is probably as harmful for the child as too little. Some of the homes in which there was obviously a very definite harmful influence, due to too much restraint are ranked low as well as the homes where there was too little. No illustrations

TABLE 33

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO SCORE ON PARENTAL SUPERVISION

Score on parental supervision	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	250	100.0	124	126	220	100.0	112	108
5.....	110	44.0	48	62	26	11.8	12	14
4.....	88	35.2	45	43	82	37.3	44	38
3.....	42	16.8	23	19	75	34.1	39	36
2.....	6	2.4	4	2	22	10.0	10	12
1.....	3	1.2	3	0	10	4.5	4	6
0.....	1	0.4	1	0	5	2.3	3	2
Median.....	4.83				3.97			
Mean.....	4.67				3.85			
σ_{dis}	.92				1.10			
σ_{mean}	.058				.074			

$$\sigma_{diff. means} = .094 \quad \frac{D_{means}}{\sigma_{diff. means}} = \frac{.82}{.094} = 8.7$$

of such homes are given in the Whittier scale, hence an illustration is given here to show the liberty taken with this scale. In the home described below the parental supervision was scored 3. The parental supervision is indicated by the visiting teacher, in the statement, "Henry describes his mother as a very nervous person who is very easily upset. An impartial observer would conclude that she is exceedingly selfish. He does everything for her pleasure and comfort. On the other hand, he is much spoiled by her." The home call revealed that the father was not in sympathy with the mother's ambitions for the son; the mother, therefore, clerked in a millinery store to keep the boy in school. Her supervision was so close that she claimed to

know "just where Henry is every hour." He was further described as having, "... a habit of exaggerating which amounts to a mental abnormality. He is fond of telling of relatives and friends who are prominent socially and did not mention that his mother worked. Later, in explanation of her employment, he gave the impression that she was the owner of an exclusive hat shop. Henry apparently has delusions of grandeur." It may be added that he had just failed in English, Latin, and biology.

The influence of the home on the life of the child is so great that it is not necessary to argue that the kind of home is, in part, a determining factor in the length of the school life of the child. The score of 13 may be taken as a "critical score" for the home, as only two pupils whose homes were scored below this point remained in school. In fact, since only 15 per cent of the homes of pupils in group A were below the median score of the homes of pupils in group B, the critical score may be raised to 18. The chances of the withdrawal of a pupil from school, as compared with his retention in school are about 10 to 3 when the home index is 18 or below.

HOME INDEX IN RELATION TO OTHER FACTORS

"What the parents are means more to the children than all the other influences combined," says Mrs. Spencer. (Spencer, p. 265) Her statement would be difficult to prove statistically, but it is not difficult to show that neither nationality, intellect, nor education has a monopoly of good homes. The relation of these three factors to the home index of the pupils in this investigation is shown by the contingency method. The small variations between the actual distribution into quartiles and the "independence values" for each quartile show, at a glance, that the correlations are very low.

Home index and nativity.—In an earlier chapter it was shown that the correlations between nativity of the parents and intelligence of the children were not high. The correlations between the nativity of the parents and home indices were even lower, but reversed in size. In table 10 the correlation between nativity of the parents and test scores, though low, was higher in group B than in group A, and this was interpreted to mean that the dominant foreign nationalities of group B weighted the low scores. In table 34 the very low correlations between nativity and home indices justify the conclusion that parents may or may not create good homes, regardless of native or foreign birth.

TABLE 34
THE DISTRIBUTION OF GROUPS A AND B ACCORDING TO HOME INDEX AND NATIVITY OF PARENTS

		NATIVITY OF PARENTS			
		Native white	Mixed	Foreign and all other	Totals
HOME INDEX	First quartile 27-22	<i>75.1*</i> 77	<i>21.1</i> 26	<i>38.9</i> 32	135
	Second quartile 21-16	<i>55.0</i> 53	<i>15.4</i> 10	<i>28.5</i> 36	99
	Third quartile 15-10	<i>8.3</i> 9	<i>2.3</i> 3	<i>4.3</i> 3	15
	Fourth quartile 9-4	<i>.6</i> 0	<i>0.2</i> 0	<i>0.3</i> 1	1
Totals		139	39	72	250

* Numbers in italics are independence values.

Pupils of Group A
 N = 250
 $\phi^2 = .0378$
 $\chi^2 = .0101$
 C = .19
 $\sigma_c = .087$

		NATIVITY OF PARENTS			
		Native white	Mixed	Foreign and all other	Totals
HOME INDEX	First quartile	<i>16.3</i> 18	<i>3.9</i> 3	<i>16.8</i> 16	37
	Second quartile	<i>51.0</i> 47	<i>12.4</i> 13	<i>52.6</i> 56	116
	Third quartile	<i>22.0</i> 24	<i>5.3</i> 6	<i>22.7</i> 20	50
	Fourth quartile	<i>5.7</i> 6	<i>1.4</i> 1	<i>5.9</i> 6	13
Totals		95	23	98	216*

* Four homes out of 220 not scored.

Pupils of Group B
 N = 216
 $\phi^2 = .00856$
 $\chi^2 = .00007$
 C = .09
 $\sigma_c = .066$

Home index and test scores.—A high test score on the part of the child does not indicate a high home index, according to table 35. The correlation between test scores and home indices is only .154 for group A. There is some indication, however, that a low test score on the part of the child is more indicative of a poor home as the correlation in group B is .21. Dr. Woolley, in her Cincinnati study, found an even lower correlation between mental tests and home ratings (.03 for boys and .27 for girls) of working children. She had home ratings for only 62 school children, so did not compute the correlation, but suggested that, "Correlations based upon the whole group, working and school children, would probably show higher values." (Woolley, p. 714) The Oakland data, however, indicate that the correlation between test scores and home ratings is perhaps lower for the whole group than for the eliminated pupils alone. In fact, the correlation between the intelligence quotients of children and home ratings of foster-homes, as reported in the Twenty-seventh Yearbook of the National Society for the Study of Education (Part I, p. 125) is $.32 \pm .04$, a correlation higher than that found by Dr. Woolley. All these facts point to the conclusion that the intelligence of the child is no indication of the type of home from which he comes.

Though the home indices and test scores are not closely related to each other, in combination they appear to be a powerful influence, for only five pupils, or 2 per cent of group A, according to table 35, are among those rated in the lower half of both the test scores and the home scores. In group B, 45 pupils, or over 20 per cent, are rated in the lower half of both scales. This suggests that the chances are 10 to 1 that a child will leave school if he comes from a home rated 15 or less, and if his score on the Terman test at age 16 is less than 100.

Home index and education of parents.—A factor which might be expected to have a rather high correlation with the home index is the schooling of the parents. Table 36 indicates that there is some relationship between these two factors in both groups investigated, but correlations of .19 and .30 are not so high as might be expected. Twenty or more years ago, however, when the parents of these children left school, there was practically no relationship between the curriculum and the problems of the home. There were no courses for the education of parents in the science of child nurture and human relationships. Such courses are still not commonly given, but are being developed.

TABLE 35 -
THE DISTRIBUTION OF GROUPS A AND B ACCORDING TO HOME INDEX
AND TEST SCORES

		TEST SCORES				
		150-210	100-150	50-100	0-50	Totals
HOME INDEX	First quartile 27-22	53.7 40	52.3 47	41.9 41	7.1 7	135
	Second quartile 21-16	24.5 19	37.9 42	30.4 32	5.1 5	98
	Third quartile 15-10	3.5 3	5.4 6	4.3 4	0.7 1	14
	Fourth quartile 9-4	0.3 0	0.4 1	0.3 0	0.1 0	1
Totals		62	96	77	13	248*

* Two pupils out of 250 not tested.

Pupils of Group A
N=248
 $\Phi^2 = .0217$
 $\Psi^2 = -.0026$
C = .15
 $\sigma_c = .0644$

		TEST SCORES				
		150-200	100-150	50-100	0-50	Totals
HOME INDEX	First quartile 27-22	3.6 4	10.2 13	14.3 16	8.9 4	37
	Second quartile 21-16	11.3 13	31.8 33	44.8 37	28.1 32	116
	Third quartile 15-10	4.8 3	13.4 11	18.9 23	11.9 12	49
	Fourth quartile 9-4	1.3 0	3.6 3	5.0 7	3.1 3	13
Totals		21	59	84	52	215*

* Four pupils not scored and 1 not tested out of 220.

Pupils of Group B
N=215
 $\Phi^2 = .0470$
 $\Psi^2 = .0116$
C = .21
 $\sigma_c = .0219$

If the *general* education of parents does not show a high correlation with the type of home it is to be hoped that, with the development of courses related to the problems of the home, *specific* education of parents may make a better showing in relation to the home index.

Again, a combination of best homes and better educated parents and of poor homes and less well educated parents brings out a more striking contrast than either of these factors alone. Children whose homes are scored at 16 or above, and whose parents had had more than an eighth-grade education, are proportionately twice as numerous in the high-school group as in the eliminated group. Only 10 pupils, whose homes are scored 15 or below and whose parents had gone no farther than the eighth grade in school are found in group A; 60 are in group B. The percentages are 4 and 27.3 respectively; the ratio then is about 1 to 7.

CONCLUSIONS

Dr. Woolley concluded from her investigation in Cincinnati that second only in importance to intelligence is the parental attitude and the whole home atmosphere in determining the period of leaving school. (Woolley, p. 726) From the results of the investigation in Oakland the following conclusions seem justified:

1. Good and bad homes, so far as they can be measured, are quite definitely associated with retention in school and elimination from school, respectively. Both the physical environment and the social influence of the home point to this relationship.
2. Home influence is a factor which is almost independent of the other factors of intelligence, nationality, nativity, or parental education in determining the length of the period of schooling.
3. There are many cases of children living in homes ranked high who remained in school in spite of mental or economic handicaps, and some cases of children living in homes ranked low, but with high test scores who remained in school and succeeded in their work; but there are few cases of children who have been able to persist in school when handicapped with a combination of unfavorable home atmosphere and either low intelligence or little formal education on the part of their parents.

TABLE 36

THE DISTRIBUTION OF GROUPS A AND B ACCORDING TO HOME INDEX AND
EDUCATION OF PARENTS

		EDUCATION OF PARENTS				
		More than high school	High school	Grades 7-8	Less than 7th grade	
HOME INDEX	First quartile 27-22	16.2 18	42.7 50	39.4 37	37.3 30	135
	Second quartile 21-16	11.9 11	31.3 24	28.9 30	27.3 34	99
	Third quartile 15-10	1.8 1	4.7 5	4.4 5	4.1 4	15
	Fourth quartile 9-4	0.1 0	0.3 0	0.3 1	0.3 0	1
Totals		30	79	73	68	250

Pupils of Group A
N=250
 $\phi^2 = .0372$
 $\psi^2 = .0123$
C=.19
 $\sigma_c = .0681$

		EDUCATION OF PARENTS				
		More than high school	High school	Grades 7-8	Less than 7th grade	
HOME INDEX	First quartile 27-22	2.4 5	6.2 9	10.8 11	17.6 12	37
	Second quartile 21-16	7.5 8	19.3 25	33.8 30	55.3 53	116
	Third quartile 15-10	3.2 1	8.3 2	14.6 18	23.8 29	50
	Fourth quartile 9-4	0.8 0	2.2 0	3.8 4	6.2 9	13
Totals		14	36	63	103	216*

Pupils of Group A
N=216
 $\phi^2 = .0954$
 $\psi^2 = .0146$
C=.30
 $\sigma_c = .0699$

* Four homes not scored out of 220.

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CHAPTER SIX

SOCIAL AND ECONOMIC CONDITIONS

Every investigation of the social and economic factors in the homes of school and working children has shown that the children who remain in school are, on the average, on a higher social and economic level than the working children. From this investigation of pupils in high school and pupils just leaving school, who may or may not become junior workers, similar conclusions are drawn. Though the economic value of continued education is questioned by some writers (Reed, p. 134) its social value is almost universally admitted. The difference in the average education of the parents of the two groups of pupils would alone lead one to expect a difference in social and economic levels. Various items may be used to measure social level. The size of the family, and the nationality and education of the parents have already been discussed. Certain facts in regard to occupation contribute to the somewhat indefinite factor called "social status." To some extent the occupation of the father determines the social status of the family. Although women from all social levels are more and more frequently seeking employment after marriage, wage earning by the mother who has children in school may be some indication of the social and economic level of the family. Wage-earning activities of children while in school may also be some indication of social level. These three factors were studied in the two groups of families included in this investigation.

Occupation of the father.—Classification of occupation is always a problem in an investigation of this kind. No entirely satisfactory division of occupations, according to psychological or social levels, has been made. Counts made a fairly satisfactory grouping of occupations in his study of the selective character of secondary education and this has been adopted for this investigation. "It takes the census classification as a basis, but goes considerably further by breaking up the more complex groups and recognizing certain other groups running directly across the great occupational divisions of the Census. The aim is to get classes of reasonable homogeneity from the standpoint of social status, position in the economic order, and intellectual outlook. . . . The groups recognized are as follows:

- I. Proprietors.—Bankers, brokers, druggists, hotel-owners, landlords, laundry-owners, lumbermen, manufacturers, merchants, mine-owners, publishers, shopkeepers, undertakers, etc.
- II. Professional service.—Actors, architects, artists, authors, cartoonists, clergymen, dentists, engineers (civil, chemical, electrical, mechanical, mining), journalists, lawyers, librarians, musicians, pharmacists, photographers, physical directors, physicians, social workers, surgeons, teachers, etc.
- III. Managerial service.—Agents (express, railroad, steamship, telegraph), contractors, foremen, managers, officials and inspectors (private), officials and inspectors (public), superintendents, etc.
- IV. Commercial service.—Agents (real estate and insurance), buyers, clerks in stores, commercial travelers, salesmen, etc.
- V. Clerical service.—Accountants, bookkeepers, canvassers, cashiers, clerks (except in stores), collectors, etc.
- VI. Agricultural service.—Dairymen, farmers, fruit-growers, gardeners, nurserymen, ranchmen, stock-raisers, etc.
- VII. Artisan-proprietors.—All artisans who own the shops in which they work, including bakers, barbers, blacksmiths, cabinet-makers, cleaners and dyers, cobblers, draftsmen, electricians, machinists, milliners, plumbers, printers, tailors, tinnerns, etc.
- VIII. Building and related trades.—Cabinet-makers, carpenters, electricians, glaziers, lathers, masons, plasterers, plumbers, sheet-metal workers, structural iron workers, etc.
- IX. Machine and related trades.—Anglesmiths, blacksmiths, copersmiths, designers, draftsmen, engineers (stationery), firemen (except locomotive and fire department), forgers, founders, machinists, mechanics, millwrights, molders, pattern-makers, tinmiths, tool-makers, etc.
- X. Printing trades.—Bookbinders, compositors, electrotypers, engravers, linotypers, pressmen, printers, typesetters, etc.
- XI. Miscellaneous trades in manufacturing and mechanical industries.—Bakers, bottlers, brewers, cigar-makers, cobblers, coopers, corset-cutters, cutlers, dyers, glass-blowers, grinders, meat-cutters, milliners, platers, shoe-cutters, tailors, tanners, weavers, etc., and machine operatives.

- XII. Transportation service.—Baggagemen, brakemen, chauffeurs, conductors, draymen, engineers (locomotive and marine), firemen (locomotive and marine), longshoremen, mail carriers, mariners, motormen, sailors, switchmen, yardmen, etc.
- XIII. Public service.—Detectives, firemen (fire department), guards, marines, marshals, policemen, sailors, soldiers, watchmen, etc.
- XIV. Personal service.—Barbers, chefs, cooks, doorkeepers, janitors, launderers, porters, sextons, waiters, etc.
- XV. Miners, lumber-workers, and fishermen.
- XVI. Common labor.
- XVII. Occupation unknown." (Counts, p. 22ff.)

For convenience in comparing the occupations of the fathers of the two groups of pupils with the occupations of the employed males of the city of Oakland, divisions I and VII were grouped under the heading "proprietors," and all trades and common labor were grouped under the heading "manufacturing and mechanical industries." The Census data were, so far as possible, rearranged to conform to this classification: population figures for proprietors and officials were taken from each of the occupational divisions which listed them as were also the figures for managerial service. Table 37 shows the percentages of fathers engaged in each of the specified classes of occupations and also the distribution of the Oakland male wage-earning population over 10 years of age according to the 1920 census. Even though the father of the child was not living his occupation was listed, as the former occupation would probably still serve as an indication of the social level of the family. If there was a stepfather, however, his occupation was listed instead of the occupation of the child's own father.

As would be expected the percentage of fathers in the professional class is lower in group B than in group A and lower than the percentage for the city as a whole. The high percentages which seem significant in group B are, first of all, the proportion in the various trades, including common labor, in transportation, and in personal service. The percentages which are significant in group A are in the occupations of commercial service, professional service, proprietors, and managerial service. About equal percentages are found in clerical service and both percentages are less than the percentage for Oakland as a whole. This is probably due to the fact that many clerical workers are young people who do not have children 16 to 18

TABLE 37

NUMBER AND PER CENT OF MALE POPULATION OF OAKLAND, 1920, AND OF FATHERS OF PUPILS IN GROUPS A AND B, CLASSIFIED ACCORDING TO OCCUPATION

Occupation	Oakland male population 10 years of age and over, 1920		Fathers of pupils in group A <i>In school</i>				Fathers of pupils in group B <i>Left school</i>			
	Number	Per cent	Total		Boys	Girls	Total		Boys	Girls
			Number	Per cent			Number	Per cent		
Total.....	78,354	100.0	250	100.0	124	126	220	100.0	112	108
Proprietors.....	6,129	7.8	44	17.6	18	26	19	8.6	11	8
Artisan proprietors.....			(19)		(9)	(10)	(8)		(3)	(5)
Other proprietors.....			(25)		(9)	(16)	(11)		(8)	(3)
Professional service.....	4,322	5.5	9	3.6	7	2	4	1.8	4	0
Managerial service.....	3,039	3.9	16	6.4	8	8	6	2.7	3	3
Commercial service.....	6,558	8.4	28	11.2	17	11	8	3.6	4	4
Clerical service.....	6,377	8.1	13	5.2	6	7	10	4.5	2	8
Public service.....	1,453	1.9	5	2.0	0	5	1	0.5	1	0

Manufacturing and mechanical	34,055	43.5	80	32.0	35	45	103	46.8	51	52
Building trades.....			(38)		(15)	(23)	(36)		(19)	(17)
Machine trades.....			(13)		(6)	(7)	(12)		(7)	(5)
Other trades.....			(10)		(6)	(13)	(18)		(9)	(9)
Common labor.....	8,343	10.6	23	9.2	17	6	33	15.0	17	16
Transportation service.....	6,100	7.8	16	6.4	9	7	17	7.7	12	5
Personal service.....	1,522	1.9	10	4.0	6	4	10	4.5	4	6
Agricultural service.....			1	0.4	1	0	3	1.4	2	1
Miners, fishermen, etc.....	446	0.6								
Retired.....			2	0.8	0	2	2	0.9	0	2
Disabled.....			0	0.0	0	0	1	0.5	0	1
Unknown.....			3	1.2	0	3	3	1.4	1	2

years of age. The line drawn below public service divides the table so that the percentages are in excess for group A above the line, and for group B below the line. The facts shown in this table confirm the findings of other investigations that parental occupation of a lower social level is a factor in early elimination from school.

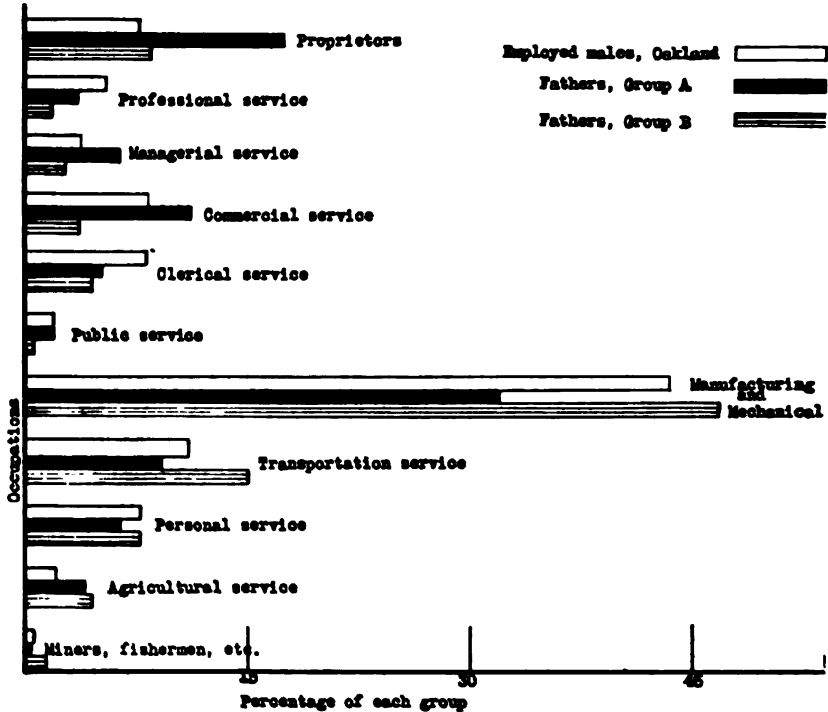


Figure 6.—Comparison of the Occupations of the Fathers of Pupils in Groups A and B with the Occupations of the Employed Male Population of Oakland, California.

Employment of the mother.—The difference between the percentages of employed mothers is not so large as might be expected. The mothers of 35 girls and 26 boys of group A, 25.3 per cent of the 237 mothers (or step-mothers) living, were employed for wages in the home or outside the home. Some of them were employed only during the fruit seasons in the canneries. In group B, 76 mothers or step-mothers out of the 208 living mothers or 36.5 per cent, were employed. Only two mothers in group A and none in group B were engaged in occupations of such a professional nature that it was evident that the mother continued to work because she desired a career of her own.

However, several of the mothers in this group explained to the investigator that they had worked before marriage and found it either necessary or convenient to do so afterward in order to have certain advantages for their children or certain comforts for the home. Seven pupils of group A had widowed mothers whose work seemed necessary, and in one other instance the father did not support the family; in six cases the mother stated that she was working to keep the children in school longer. There may have been other cases not reported in which the mother worked in order to keep the children in school, since so large a percentage of mothers of pupils in group A were working. The difference in percentages is sufficiently large to suggest a difference in economic level.

TABLE 38
NUMBER OF PUPILS IN GROUPS A AND B DISTRIBUTED ACCORDING TO THEIR
WORKING HISTORY WHILE IN SCHOOL

Working history of pupils while in school	Group A			Group B		
	Total	Boys	Girls	Total	Boys	Girls
Total.....	250	126	124	220	112	108
Worked for wage during school life..	165	111	54	161	101	60
Did not work during school life.....	85	13	72	59	11	48
Worked during school year.....	(129)	(93)	(36)	(109)	(78)	(31)
Per cent who worked.....	66.0	89.5	42.9	73.2	90.2	55.5
Per cent who never worked.....	34.0	10.5	57.1	26.8	9.8	44.4
Per cent who worked during school year.....	(51.6)	(73.8)	(29.0)	(49.5)	(69.6)	(28.7)

Employment of children.—Children in families of the highest social levels rarely are allowed the opportunity of working until they have completed professional or other training, but many parents of children in the middle as well as in the lower social levels see valuable training in employment for their children and encourage it. Employment of minor children, therefore, may not be a valid index of social level. Remarkable similarity, rather than difference, in employment experience is found between pupils remaining in school and leaving school. The facts are shown in table 38.

It seemed that a large proportion of both boys and girls in Oakland work during vacations or after school and on Saturdays; nine out of ten boys in both groups of pupils had worked for wages while still in school. A somewhat larger percentage of girls in group B than in group A had secured employment while still in school, although about the same proportion in each group worked after school and on

Saturdays. The percentage of boys who worked after school and on Saturdays is even larger among the group who remained in school than among those who dropped out of school. Between the two percentages, 73.8 in group A and 69.6 in group B, there is a small difference which is not significant. In Burdige's study (Burdige, p. 176) of boys in New York State, it was found that in cities of over 25,000 only 33.5 per cent of the employed boys had worked while in school and in New York City only 18 per cent. In Oakland the percentages are higher than for any of these cities in New York state, as 89.5 per cent of the boys in group A and 90.2 per cent in group B had worked while in school.

Practically the same kind of work was done by pupils in both groups before they left school. Newspaper carriers were most numerous in each group of boys. Clerking in a neighborhood store on Saturdays was the form of employment in which the greatest number of girls of both groups had been engaged. More girls of group B than of group A had engaged in housework, however. The variety of employment open to young people who are still in school is limited and in few cases did the work previous to leaving school prove to bear any relation to the employment after they had left school.

The case studies of pupils in group B were made so soon after they left school that the type of employment secured was probably no indication of the future vocation of these pupils. The turnover among junior workers during the first year or two out of school is, as a rule, very large. The Oakland group presented no exception to this rule. A number of boys and girls were employed on their fourth job by the time their records were completed.

Since California has a minimum wage of \$9.00 or more, depending upon the type of employment, for minors who are inexperienced workers, the level of wages for boys and girls is fairly high and many were receiving wages far above the minimum. One boy reported that he received \$28.25 a week for driving a truck, another received \$30.00 a week for wiring and lathing, and still another received from \$35.00 to \$37.50 a week as a special delivery messenger.

No girls received wages so high as the highest wage paid to boys although their wages were frequently above the minimum. Factory work brought the highest wage to girls. One girl was paid \$22.00 a week for wrapping electric bulbs in a lamp works, another received \$19.75 a week for packing hardware, and a third received \$24.00 a week for stamping cans.

Within the time covered by the investigation six boys, or 3 per cent, had had no employment although each had held some sort of job before leaving school. The girls present a very different picture as 43, or 40 per cent, of them either did not secure employment or did not desire it after leaving school. Over half of this number had never worked and many of the rest had worked only on rare occasions.

TABLE 39

NUMBER AND PER CENT OF PUPILS IN GROUPS A AND B CLASSIFIED ACCORDING TO ASSESSED VALUE OF HOMES

Assessed value of homes	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	177	100.0	91	86	126	100.0	66	61
\$4000 or more.....	11	6.2	5	6	1	0.8	1	0
3500-3999.....	1	0.6	1	0	0	0.0	0	0
3000-3499.....	10	5.6	5	5	1	0.8	1	0
2500-2999.....	7	4.0	5	2	5	3.9	3	2
2000-2499.....	17	9.6	6	11	6	4.7	4	2
1500-1999.....	49	27.7	27	22	16	12.7	11	5
1000-1499.....	47	26.6	24	23	38	30.2	16	22
500-999.....	29	16.4	15	14	38	30.2	21	17
0-499.....	2	1.1	1	1	18	14.3	8	10
Unknown value.....	(4)	2.2	2	2	(3)	2.4	1	2
Range.....	\$7200-\$400				\$4000-\$150			
Median.....	\$1586.73				\$1072.37			
Mean.....	\$2815.50*				\$1165.00			
$\sigma_{\text{dis.}}$	1345.00				703.50			
σ_{mean}	101.66				63.43			

$$\sigma_{\text{diff. means}} = 119.83$$

$$\frac{D_{\text{means}}}{\sigma_{\text{diff. means}}} = \frac{1450.50}{119.83} = 11.11$$

* The mean for group A is larger than would appear from the table as the first step includes seven steps which were used in computing the mean.

From the facts regarding employment of pupils in groups A and B before leaving school, there is little indication of difference in social or economic status of the two groups of families. Since other facts, however, do point to a difference in both social and economic status, the employment of boys, at least, is probably no measure of family status.

Property values.—It was hoped to obtain figures of family incomes, including wages, but this information was of too personal a nature to be tactfully secured, especially from the parents of pupils in high school. However, the assessed valuation of the property, which may be taken as an indication of both social and economic status, was obtained from the county assessor's office. So many of the pupils of both groups lived in houses which were owned by the family, or which the family was in the process of buying that comparisons can be made between the two groups. The property was assessed at about one-third of its real value, according to the county assessor, and hence the values seem small. The distribution of values is shown in table 39. The median value in group A is seen to be over 50 per cent greater than in group B. If the medians were each multiplied by three to approximate the real values they would be \$4,760 and \$3,217. The homes whose assessed value was \$1,500 or more were found in greater numbers in group A, while below \$1,500 at each step the greater percentages fall to group B.

As an index of elimination from school in Oakland \$1,500 may be taken as a critical valuation of the home. More than half of the homes of pupils in group A are assessed at values above this point and more than three-fourths of the homes of pupils in group B are assessed below it. It must be recalled, however, that 70 per cent of the homes of group A are included in this table and only 57 per cent of the homes of pupils in group B.

Rents paid.—A knowledge of rents paid on the part of the remainder of both groups would probably substantiate the inference that the families in group A were in sufficiently better financial condition to live in more expensive homes than the families in group B. Many families were buying their homes on the installment plan and paying only a little more each month than would have been paid for rent. They were counted, however, among the home owners. In group A, 72 families and in group B, 94 families were renting houses, apartments, flats, or rooms. The monthly rents were reported for only 45, or 62.5 per cent, of the rented homes of group A, and for 69, or 73.4 per cent, of the rented homes of group B. If the known amounts are representative of the rents paid by the two groups there is a difference of \$9.25 between median monthly rents and \$7.28 between average monthly rents, paid for the homes of pupils in groups A and B. These figures are shown in table 40.

Appeal to social agencies.—Another kind of evidence in regard to financial status was found in the files of the Social Exchange of

Alameda County. Every social agency sends to the Exchange brief data regarding the families which apply to them for aid of any kind. The names of families of pupils in group B appeared in these files more than twice as frequently as those of group A. In group A, 47, or 18.8 per cent, of the families had appealed for aid to some agency and in group B, 94, or 42.7 per cent, had done so. An appeal to some

TABLE 40

NUMBER AND PER CENT OF CERTAIN PUPILS IN GROUPS A AND B CLASSIFIED
ACCORDING TO MONTHLY RENTALS PAID FOR HOMES

Monthly rentals paid	Group A				Group B			
	Total		Boys	Girls	Total		Boys	Girls
	Number	Per cent			Number	Per cent		
Total.....	45	100.0	19	26	69	100.0	32	37
\$55-\$60.....	0	0.0	0	0	1	1.5	0	1
50- 54.....	3	6.7	1	2	2	2.9	1	1
45- 49.....	1	2.2	1	0	1	1.5	0	1
40- 44.....	10	22.2	3	7	6	8.7	2	4
35- 39.....	12	26.7	5	7	5	7.2	2	3
30- 34.....	7	15.6	3	4	10	14.5	7	3
25- 29.....	6	13.3	2	4	17	24.6	6	11
20- 24.....	3	6.7	2	1	11	15.9	5	6
15- 19.....	1	2.2	0	1	12	17.4	5	7
10- 14.....	2	4.4	2	0	3	4.3	3	0
5- 9.....	0	0.0	0	0	1	1.5	1	0
Median.....	\$36.46				\$27.21			
Mean.....	35.17				28.22			
σ dis.....	9.28				10.21			
σ mean.....	1.38				1.22			

$$\sigma_{\text{diff. means}} = 1.840 \quad \frac{D_{\text{means}}}{\sigma_{\text{diff. means}}} = \frac{6.95}{1.84} = 3.8$$

of these agencies does not mean real poverty. The health centers, for example, assist families who can pay something for their services even though they cannot afford to pay the usual physician's fees. Low economic status is, however, indicated in the record.

Other factors.—Another indication of social and economic status may be the necessities in the home as discussed in the previous chapter: 128 homes out of 250, and only 37 out of 217, were scored 5 in necessities. The difference in average ratings was so small as to be unreliable. The number of books owned is some indication of social status and the median numbers of books in the homes of groups A and B were 44.3 and 24.3 respectively. The size of the home in

proportion to the number of persons living in the home is still another indication of social and economic status. The ratio of persons to a room as an average was found to be 1.15 in group B and .9 in group A. (Table 31)

Counts and Kornhauser used the possession of a telephone as an index of cultural level. (Counts, p. 87ff) (Kornhauser, p. 160ff) Both investigators recognized its limitations as a measure. In Oakland where the minimum cost of a telephone was only \$2.25 a month it would not be surprising if there were little difference between the two groups of homes in the percentages having this convenience. Still the percentage of homes with telephones is about twice as large in group A as in group B. California is one of the states having the largest number of telephones to the 1000 inhabitants (Bureau of Census, p. 28); Connecticut ranks much lower. This may explain the large difference in percentage of homes of pupils having telephones in Bridgeport and Oakland. Counts reported only 49.5 per cent of high-school pupils and only 7.1 per cent of the continuation-school pupils having telephones. (Counts, p. 90) In Oakland the corresponding percentages were 80.0 and 41.4, respectively.

The difference in the percentages of families having automobiles is less marked than the difference in percentage of families having telephones. If the year and make of car were known in each case the values might show a greater difference in economic and social level. In group A there were 146 families, or 58.4 per cent, and in group B there were 99 families, or 45 per cent of the group, owning automobiles, or buying them on the installment plan.

Overlapping.—Upon every item examined, except employment of children while in school, there is an indication that the families of pupils who remained in school were on a higher social and economic level than the families of pupils who left school before completing the high-school course. And yet there is great overlapping of economic status. The wealthiest family of group B was far above the poorest family of group A.

One of the pupils eliminated from school, for example, came from a home in one of the finest residential districts. A family of five lived in a ten-room beautifully furnished house. They owned two cars, a Cadillac and a Studebaker. The father had died when James was only four years old. Three years later his mother remarried, but James lived with an aunt and uncle until he was 16 when he went to live with his mother and step-father. He seemed to find it difficult to "feel at home," grew restless in school and left with his parents' consent.

A girl in group A, on the other hand, who managed to remain in school against great odds lived with her mother on the outskirts of Oakland, a mile from the end of the car line. Irene's father was dead and her older brother lived in another city where he was, with difficulty, making a living as a commercial artist and could not assist his mother and sister. Irene's father had been a baker; her mother supported herself and Irene through working as a waitress in San Francisco where she received \$18.00 a week and tips. The mother had received less than a grammar-school education, but had an indomitable will, courage, and endurance. Her greatest joy was in her daughter's success in school.

The home consisted of two tiny shacks on an acre of land which Irene and her mother were buying. Irene slept in one shack and her mother in the other. Neither shack was wired for electricity.

Irene made a score of 117, but expected to finish high school in three and one-half years. She was said by the counselor to be a "fair student who works hard, is sociable and a good mixer, enters into school affairs, and is talented in dramatics and art. She loves the out-of-doors and has a cheerful outlook on life."

From the home visit the investigator reported that Irene was brimming over with spontaneity and spirit. She could scarcely wait for her mother's return at night to tell her everything that had happened during the day. There was no question regarding Irene's completion of the high-school course no matter what sacrifices had to be made.

Comparisons with other findings.—The findings regarding the economic status of the families of pupils who left school revealed more economic stress than might be expected. Many families were living on a narrow margin and any unusual financial strain made it necessary to add a wage-earner in the family. Van Denburg came to quite different conclusions in his study in New York City. He reports that:

"On the whole the economic status of these pupils (so far as it is shown by monthly rental) seems to be only a slight factor in the determination of length of stay in high school. The one most marked influence seems to be that the superior economic status in girls leads to a longer stay in spite of failure to progress at the 'normal' rate. . . . There is no evidence that poverty causes early elimination." (Van Denburg, p. 113-114)

The investigation of the U. S. Bureau of Labor indicated that 30 per cent of the 620 children investigated left school because of economic necessity. A most careful study of income was made in this investigation. The family income less rent or taxes, less sickness or

death expenses, less earnings of children under 16, was divided by the number in the family. If this amount was less than \$2.00 per week per capita the child's wage was considered necessary. This investigation was made in 1909, as was also the New York study.

The findings of the Oakland investigations are more nearly like the findings of the Bureau of Labor. As may be seen in table 42 of the next chapter, 20 per cent of the pupils in Oakland are listed as having left school for economic reasons.

CONCLUSIONS

Elimination from school is not strictly confined to any one class of homes or to any one social or economic level of society but, in general, low social and economic level may be said to be a factor accompanying early elimination from school.

Differences in social and economic level in the two groups of families are indicated by:

1. The occupation of the father:
 - a. Proprietors, managers, professional and commercial occupations predominate in one group.
 - b. Skilled or unskilled laborers in manufacturing and mechanical trades, in transportation service, in personal service, or in agricultural service predominate in the other.
2. The assessed valuation of the home property.
3. The monthly rental of the house or apartment.
4. The number of persons to a room.
5. The appeal of the family to a social agency for aid.

Little difference in status of the two groups of families is shown by:

1. The employment of the mother.
2. The employment of boys before leaving school.

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CHAPTER SEVEN

WHY PUPILS LEAVE SCHOOL

In any investigation of the reasons for elimination from school the investigator's previous experience, or special interest, can with difficulty be eliminated from the conclusions drawn. The psychologist may feel convinced that low intelligence is the chief cause of early elimination from school; the vocational counselor may believe that the desire to go to work attracts boys from school rooms; the social worker may see economic necessity looming large in the homes of working boys and girls; the juvenile-court worker may see the results of bad home conditions; and the educator may see children who are unwilling to take advantage of the educational opportunities offered them. In the present investigation it would be unfair to claim entire impartiality and the reader can best evaluate the conclusions if the point of view of the investigator is known. Through a number of years of experience in observing the results of the work of part-time-school teachers and their success in adapting their instruction to the needs of the pupils in their classes it was felt that the school was rather largely responsible for the elimination of pupils by reason of its lack of understanding of the handicaps and limitations of the children. From as impartial study of the 220 pupils as it was possible to make the home conditions proved to be at least equally responsible with the school for the elimination which occurred.

As a result of a study of the case-records of the 250 pupils who remained in school and of the 220 who were eliminated from school the problem of the school in adapting itself to the varied needs of both groups of children appears much more difficult than is generally realized. The massing of low scores in the eliminated group and the prevalence of most unfortunate home conditions far exceeded expectations. The responsibility of the school is not, by these facts, lessened, however; rather is its problem increased. It is still felt that as a representative of society it is the responsibility of the school to know the facts involved and to make adjustments which will, in so far as possible, give the child an opportunity to solve his problems.

REASONS FOR PERSISTENCE IN SCHOOL

Pupils of group A and their parents were interviewed by the visiting teacher regarding the reasons for each child's persistence in school past the age of sixteen. The reasons given were compared with the

child's school record, and the counselor's report. In most cases the reasons given by the pupils for remaining in school seemed entirely reliable. They have been classified into six groups, four of which seem of major importance.

Higher education.—The reason given by the greatest number of pupils for remaining in school has been called "higher education." Under this heading were included all pupils who had definite intentions of attending any type of school requiring high-school graduation for entrance into college, university, normal school, art and music schools. An equal number of boys and girls, 45 in each case, or 36 per cent of the whole group remained for this reason.

Utilitarian reasons.—Under the heading of "utilitarian reasons" are included such replies as these: "I think I can get a better job if I finish high school." "I am staying in school to secure training in commercial work." "I want to learn a trade." "To get a diploma." Nearly 25 per cent of the pupils remained for immediate utilitarian reasons.

Home standard.—A large number of parents indicated that a high-school education was the minimum standard in the home. In many cases the parents themselves had received no high-school education but the standard of the home had been raised to this level. All reasons of this character are indicated by the term "home standard"; 14 per cent are so classified.

Enjoyment and value.—Many pupils indicated that although they did not expect to have more than a high-school education they were remaining in school because they saw value in the courses they were taking or because they were enjoying the school with its social and educational advantages. Such reasons are indicated by the heading "enjoyment and value." About the same number of boys and girls remained in school because they enjoyed it or appreciated the value of the work. This is the group fourth in size and includes 13.6 per cent of the pupils.

Parental urge.—Another group of pupils remained in school largely because the parents insisted upon it, nor was this group limited to pupils of low mentality. "Parental urge" seemed to be keeping 11 boys and 12 girls, or less than 10 per cent of the group in school.

Other reasons.—Six children remained in school for one of the following reasons: to comply with the compulsory education law and avoid attending the part-time school; to postpone the day of taking a job; and to do what their friends were doing.

TABLE 41
NUMBER AND PER CENT OF PUPILS IN GROUP A CLASSIFIED ACCORDING TO REASONS FOR PERSISTENCE IN SCHOOL

Reasons for persistence in school	Total				Scores							
					150-200		100-149		50-99		0-49	
	Num- ber	Per cent	Boys	Girls	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent
Totals.....	250*	100.0	122	126	62	100.0	96	100.0	77	100.0	13	100.0
A. To secure higher education.....	90	36.0	45	45	36	58.1	37	38.6	15	19.5	2	15.4
B. For utilitarian purposes.....	62	24.8	33	29	6	9.7	23	24.0	29	37.7	4	30.8
To complete a course.....	(46)		(30)	(16)	(5)		(18)		(22)		(1)	
To secure a diploma.....	(16)		(3)	(13)	(1)		(5)		(7)		(3)	
C. Home standard.....	35	14.0	16	19	11	17.7	14	14.6	10	13.0	0	0.0
D. Enjoyment and value.....	34	13.6	18	16	6	9.7	13	13.5	13	16.9	1	7.7
E. Parental urge.....	23	9.2	11	12	1	1.6	8	8.3	9	11.7	4	30.8
F. Other reasons.....	6	2.4	1	5	2	3.2	1	1.0	1	1.3	2	15.4
To comply with the law.....	(3)		0	(3)	0		0		(1)		(2)	
To postpone working.....	(2)		(1)	(1)	(1)		(1)		0		0	
"The thing to do".....	(1)		0	(1)	(1)		0		0		0	

* Two pupils out of 250 not tested.

Table 41 shows the number and per cent of pupils who persisted in school for the reasons just discussed. They are classified according to the score made in the Terman group test. It is evident that there is not a clearly defined relationship between test scores and reasons for remaining in school; pupils of apparently high intelligence were remaining in school only through parental urge, and two pupils who scored in the lowest quartile were remaining in school because they intended to go to college.

Preparation for entrance to college or other forms of higher education heads the list of reasons for remaining in school among pupils whose test scores were 100 or more. Nearly 60 per cent of the highest score group and 40 per cent of the next group had higher education as a goal. The immediate use of the courses taken in high school or the prestige of high-school graduation in securing a job was given by the largest percentage of the third group as a reason for remaining in school. Some of these pupils did not expect to complete the secondary-school course and indicated an intention of remaining only until certain commercial or trade courses had been completed. Only 13 pupils made scores in the lowest quartile of the range and the largest percentage of these remained in school because of parental influence, or to secure some desired training.

REASONS FOR LEAVING SCHOOL

The reasons for leaving school seem much harder to analyze than the reasons for remaining in school. In most cases several reasons seemed to be involved in the decision to leave school. "We needed his help and he wasn't doing very well in school anyway," was a statement frequently made to the investigator. In each case an attempt was made to weigh the various reasons which seemed to bring about the separation from school in order to see which one was really fundamental. A few illustrations are given as typical of the conclusions reached.

Tired of school.—"Tired of school," was given most often as a reason for withdrawal, as the emotional attitude toward school underlying this expression might have been caused by any one of a number of reasons. "Tired of school" was tabulated as a reason only when a study of the case revealed no further light on the real reason. An illustration of one such case is the following:

Nina left school when 17 years old. She was in the low-eleventh grade, and the previous semester had failed in one subject—geometry. Her test score was 157. Her parents were native-born Americans.

When Nina left school her father had been dead three years and her mother held a high-class office position with an abstract company. An aunt managed the household for the mother and four girls, of whom Nina was the eldest.

"Nina," according to the visiting teacher, "has a terrific aversion to school and to everything connected with it. She loathes to study set assignments and 'regurgitate the contents,' although she is capable of excellent work. . . . She was undoubtedly a problem in school, but a most interesting one. She is a very attractive girl physically as well as mentally." The interview with the mother revealed the fact that she, too, was at a loss to discover why Nina had such an aversion toward school. She stated that she had tried to send her to a business college but Nina had refused to put forth any effort there.

At the other extreme was a boy whose parents were also native-born, but the father had gone to school only two years and the mother only six. Frank had an older sister and two younger brothers. The father worked at a garage washing cars and the older sister was a stenographer making about \$80.00 a month. The family lived in a small five-room cottage which did not have the convenience of a bathroom. They owned the home, however, and two lots adjoining. Frank was 16 years and 6 months old when he left school and was then in the high-ninth grade taking a vocational course in automechanics. He had made passing grades in all the subjects he was taking, although his test score was only 42.

Frank was truant before his family realized the situation. Twice he ran away from home to escape school. According to the mother he had heard his father tell of his own escapades as a boy and he longed for adventure, also. He was fond of "Western Stories" and school was just "too tame and uninteresting." His family had expected to send Frank through high school.

Home conditions.—Under the heading of "home conditions" fall a rather large number of reasons for leaving school which were attributed in the last analysis to the home. Broken homes, homes where there was not harmony between the child and the parents, homes in which the discipline was too strict or too lax, and homes in which the child's help was needed made up a list of 55 cases in which the home seemed to be fundamentally responsible for the elimination from school.

Utilitarian reasons.—Utilitarian reasons of two kinds caused the elimination of the third largest group of pupils. A large proportion left to support themselves or to help support others, and a small number left to learn a trade or other occupation on the job.

A family was said to need the wage of the child when the total income, so far as known, was less than the amount estimated by two state agencies for the support of children and adults. The minimum wage for women was \$16 a week as set by the Industrial Welfare Commission. This was used as the amount necessary for the support of an adult. Ten dollars a month is the amount allowed the mother or foster-parent as state aid for orphan or half-orphan children under 16 years of age. The beginner's apprentice wage is \$9 a week for minors and this was the amount allowed for children 16 to 18 years of age. Many families were living on less than the total allowance indicated by these figures and were keeping their children in school, but if a parent said that the family needed the assistance of the child when the income was less than the scale indicated, the reason for withdrawal was recorded as economic necessity. The rather large number of children leaving school for this reason perhaps indicates that the allowance is fairly high.

Contrary to the generally accepted idea, a very small percentage of pupils who left school for economic reasons were in the group making the highest scores, and a large percentage of pupils who left for economic reasons were in the group making the lowest scores.) If there is a high correlation between intelligence of child and parents, and between intelligence and wage, these results are easily explained.

To the group who were said to leave school for utilitarian reasons, is added eight boys and girls who left school in order to secure training for some occupation. One girl entered training to become a child's nurse and another entered a millinery shop. The six boys left school to learn various trades.

Unsuccessful in school.—An unsuccessful school career, due to various reasons, accounts for another large group of pupils eliminated from school. Low mentality, retardation, frequent changes from one school to another, poor selection of courses, anti-social reactions toward pupils, teachers, or administrators are the reasons included under the heading, "unsuccessful in school." A rather large proportion of the high-school pupils remained in school just because they enjoyed the work or appreciated its value. A small group left school because they saw no value in the work given.

Mitchell's story illustrates a case of an unfortunate school career. He entered high school in a small town in California where he finished the ninth grade. Here he took largely shop work. The next year he moved to a larger town, but entered a school in which he could get only academic courses. At the end of two months the family moved

to Oakland. "By this time he scarcely knew what he wanted and there seemed to be no one to counsel him," reported the investigator. At the end of his second year in Oakland his major teacher went away and no one seemed to be aware of his problem. He continued to take shop work, music, mechanical drawing, and English because he liked these subjects. When he began his fourth year in high school he was called by the counselor for an interview and learned that, because of his choice of subjects, he must take two more years of academic work to be graduated. The prospect of remaining for two years was too discouraging and he decided he could get along without a diploma and left at the opening of the next semester. At that time he decided to be a farmer, but his first job after leaving school was in a brass foundry where he made \$90 a month and was learning to be a core-maker. His test score was 122, and he was 17 years and 9 months old when tested.

Home standard.—Another reason for elimination from school is the low educational standard of the family. A low educational standard does not necessarily indicate a poor home, but merely one in which eight or nine years of schooling was considered enough since it was more than either parent had received. It is of interest that no such reason for leaving school was credited to any pupil in the group making the highest scores.

Other reasons.—Apparent illness accounted for nine cases of withdrawal from school. Eight girls and one boy are listed as leaving school for this reason. There were doubtless many cases of malnutrition which indirectly led to withdrawal from school.

Again it must be emphasized that in almost every case *many* reasons for remaining in school or leaving school had their influence. For instance, pupils who were preparing for college also enjoyed and valued their school work, but the chief reason for remaining was to enter college, so far as this could be judged. And in the same way many pupils who were tired of school also left for economic reasons. The figures in the two tables are not therefore exclusive. Many more children enjoyed their high-school work than table 41 indicates and many more were tired of school than appear in table 42.

In table 42 pupils of group B are classified according to reasons for leaving school and also according to scores. The largest percentage of pupils whose scores were over 100 were listed as leaving because they were tired of school. The two largest percentages of pupils whose scores were between 50 and 100 were listed as leaving

TABLE 42
NUMBER AND PER CENT OF PUPILS IN GROUP B CLASSIFIED ACCORDING TO REASON FOR LEAVING SCHOOL

Reason for leaving school	Total				Scores							
					200-150		100-149		90-85		49-0	
	Num-ber	Per-cent	Boys	Girls	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
Totals.....	220	100.0	112	108	21	100.0	61	100.0	85	100.0	53	100.0
A. Tired of school.....	55	25.0	35	20	6	23.6	17	27.9	21	24.7	11	20.7
E. Home conditions.....	55	25.0	22	33	4	19.1	21	34.4	21	24.7	9	17.0
Social condition.....	(49)	(22.3)	(21)	(28)	(4)		(21)		(18)		(6)	
Help needed.....	(6)	(2.7)	(1)	(5)	(0)		(0)		(3)		(3)	
B. Utilitarian reasons.....	53	24.1	33	20	5	23.8	12	19.7	18	21.2	18	34.0
Economic necessity.....	(45)	(20.5)	(27)	(18)	(5)		(10)		(14)		(16)	
To learn a trade.....	(8)	(3.6)	(6)	(2)	(0)		(2)		(4)		(2)	
D. Unsuccessful in school or does not value schooling.....	29	13.6	15	14	2	9.5	7	11.5	11	12.9	9	17.0
C. Home standard.....	18	8.2	6	12	0	0.0	3	4.9	11	12.9	4	7.5
F. Other reasons.....	10	4.1	1	9	4	19.1	1	1.6	3	3.5	2	3.8
Health.....	(9)		(1)	(8)	(2)		(1)		(3)		(2)	
Deafness.....	(1)		0	(1)	(1)		(0)		(0)		(0)	

school because of some unfortunate condition in the home and because they were tired of school. The largest percentages of pupils who made the lowest scores left for economic reasons.

COMPARISON OF OPPOSING FORCES

So far as possible the reasons for withdrawal have been paired with the reasons for persistence in school. This is indicated by corresponding letters. For instance 36 per cent of the pupils in group A remained in school in preparation for higher education; 25 per cent of pupils in group B left because they were tired of school. Of the first group 24 per cent remained to prepare themselves for wage-

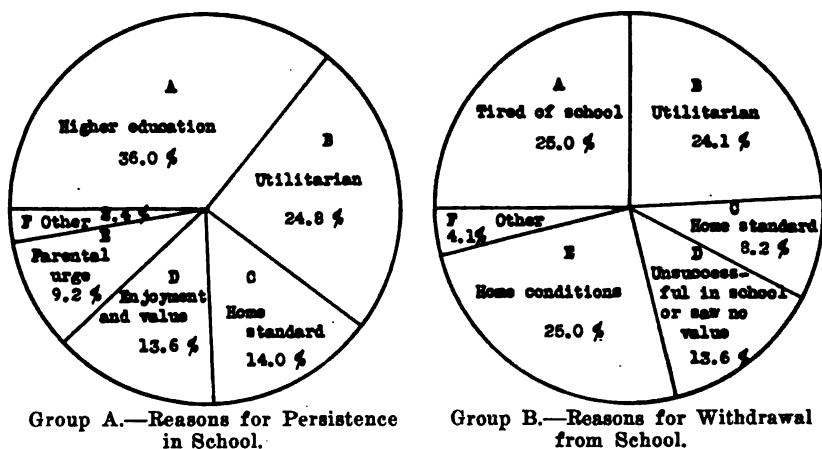


Fig. 7. Reasons for Persistence in School and Withdrawal from School.

earning, or for other utilitarian reasons; of the second group 24 per cent left to earn wages immediately. Because of the high educational standard of the family, 14 per cent of one group intended to remain for the completion of the high-school course; 8 per cent of the other group left because of the low educational standard in the family. Enjoyment of high-school work and appreciation of its value kept 13 per cent more of group A in school, but an equally large percentage of group B left school because they were unsuccessful in school or because they saw no value in the instruction. Parental authority was exercised to keep 9 per cent of the pupils in group A in school; the home was judged responsible for the withdrawal of 25 per cent of pupils in group B. A comparison of the percentages of these paired reasons is shown in Figure 7, which indicates, out of the whole urge to remain in school, or to leave school, how large a share belongs to each section. The figures are from tables 41 and 42.

If these reasons, as analyzed, have fair reliability, we may then say that the desire for higher education is more forceful in holding pupils in school than is the lack of interest in school in eliminating them; and that high educational standards of the family are more potent than low. About equally strong are preparation for future economic gains on the one hand and immediate economic necessity on the other; as are also success in school and enjoyment of its advantages, and lack of success and failure to recognize its advantages. Finally it appears that parental urge against other odds is a much weaker influence in holding pupils in school than are very unfavorable home conditions in eliminating them from school.

The analysis of the various cases is open to attack since the final decision regarding each case was a matter of opinion. The only claim for the validity of the findings is that they probably come nearer the truth than statements of pupils or parents alone. Most children, even with a sincere desire to state the reason for leaving school, are unable to see their problems with sufficient objectivity to make a true analysis of the situation. Almost every investigator in similar studies has stated that children's replies are unreliable and that at best "good" reasons and not "real" reasons are given for leaving school.

Burdge found in his investigation of cities with a population of over 25,000 in New York State that pupils *said* they left school for the following reasons: (Burdge, p. 117)

Wanted to work	64.8 per cent
Financial	13.0 per cent
Graduated	8.4 per cent
Disliked school	10.8 per cent
Illness	1.7 per cent
Miscellaneous	1.3 per cent

It is probable that many pupils who stated that they left school because they wanted to work, left school for various "real" reasons which brought them finally to feel that they would rather work than attend school. It could not be expected that a child would reply that certain unfortunate influences in his home had made him resent authority and so prefer the comparative freedom of employment to the restraint of school. ✓

Hopkins lists reasons for the elimination from school as given by 263 pupils as follows:

Economic	6 per cent
Disciplinary	4 per cent
Inability to do the school work	50 per cent
Desire to go to work	40 per cent

In this list, also, the desire to go to work is the reason given by a very large percentage, but Hopkins reports that, "Of the 62 pupils . . . having high-school mental ability, most of whom had actually attended high school, each was dissatisfied with school work because he could not see where it led to, what relation it had to life in general, or to earning a living in particular. None of them was urged by their parents to go to work, and they were not anxious to do so themselves; but weighing the school *versus* the job, the latter seemed to be the lesser of the two evils, so that course was decided upon." (Hopkins, p. 106) His conclusions from a study of the school records of the 263 pupils were that, "The two usual reasons, that is, the economic one and genuine desire to go to work, are of little significance; inability to do the work of the regular school is by far the most important factor." (Hopkins, p. 107)

If, as found by Hopkins, and as found in the Oakland study many pupils are unable to adjust themselves to the school, then the school must make the adjustment if education is to continue for these pupils.

THE RESPONSIBILITY OF THE SCHOOL

An investigation of the causes of persistence in school and of early elimination from school are of value to a school system only if they can be used. In so far as these findings are representative of pupils in high school and pupils who leave school early, the school has a responsibility toward its high-school pupils of preparing a little more than one-third of them for college or other higher institutions of learning. For the other two-thirds cultural, vocational, and possibly avocational and appreciation courses would seem to be required. But such a program would supply the needs of only the pupils who are now remaining in high school. A still greater change of objective might be necessary to hold the 25 per cent who left school because they were tired of the routine and the 13 per cent who were unsuccessful or saw no value in the courses they were taking.

If the period of formal education of the pupils who have been eliminated from school is to be extended, still greater adaptations must be made to retain any large share of the pupils who are eliminated each year. It would seem that a large number of pupils who left school chiefly because they were tired of school might be saved from that experience by adjustments in the methods of teaching and by changes in curricula. If 20 per cent of the pupils who leave school each year withdraw with the feeling that they have been unsuccessful, the school apparently has to assume some responsibility for starting

a large number of pupils with a record of failure. For another group almost as large, the school surely has a responsibility in seeing that more pupils enjoy their school work and understand in what way it is of value to them.

Aside from the interests of the children involved, it is a question whether or not a school system can afford to send out into the community each year so many pupils who have a feeling of resentment toward the school. If pupils leave school it is desirable that they should leave with regret and with a desire for more education. If pupils left the full-time school with a favorable attitude toward education more than half the problem of the part-time school would be solved and the energies of its teachers could be directed toward helping pupils make employment a means of further education.

Unfortunate home conditions can rarely be changed by the school, but an understanding of home conditions is usually essential if the school hopes to assist pupils in solving their own problems. Teachers cannot visit the homes of all of their pupils and such an arrangement would perhaps not be desirable, but practically all the information which was gathered regarding the pupils in this investigation should be on file in the office of a counselor in the school.

The case study.—This investigation was planned as a survey of pupils who leave school. Only a sampling was taken. The information obtained was, however, so much fuller than the information in the hands of teachers or counselors, and frequently quite the opposite of certain hearsay reports which they had that, as the investigation progressed, it became increasingly evident that under ideal conditions at least as much information as was secured regarding each child in this study should be secured regarding most of the children in a school. A counselor and a visiting teacher, together if free from other responsibilities, could complete about 300 cases each semester of 100 school days. Once the records were complete for a school, only new entrants would need to be fully investigated, except in emergency cases. To teachers and counselors who are trying to see the child as a whole, and not merely in relation to a particular subject-matter field, such information is invaluable.

The complete information regarding each child was secured in about two hours and a half. First, the school records were compiled, the previous major teacher was interviewed, and the child was tested. The school records and interviews with counselors were obtained for perhaps 30 pupils in a day's visit at the school. About 12 minutes for the school data regarding each pupil was the average time

required. When tests could be given to groups of 20 or 30 pupils at once, a period of not more than 15 minutes for each child was required to locate pupils, give the group tests and score them. An hour's interview with the child and an hour's interview with the parents supplied the rest of the information, except the records from the office of the county assessor and from the Social Exchange. Two hours and a half, or even three hours, does not seem too much time to devote to the gathering of information about a pupil if his educational career depends upon it.

CONCLUSIONS

An investigation of the reasons leading pupils to remain in school suggests the following conclusions:

1. The major problem of the high school is not to prepare pupils for higher education. Only a little over one-third of the pupils have this goal.
2. Education has been "sold" as an asset to a large proportion of the community and parents send their children to "the peoples' college" not only for preparation for higher education but also for training preparatory to wage-earning, and for present as well as for future returns in enjoyment of instruction and social contacts.
3. A complete case study of pupils made by trained investigators is perhaps the only method of securing the information necessary for the proper guidance of the pupils enrolled.

An investigation of the influences leading pupils to withdraw from school suggests the following conclusions:

1. Regardless of the underlying causes of the feeling toward school a very large proportion of the pupils eliminated from school have an unfavorable attitude because either they are tired of school, have had an unsuccessful school career, or see no value in the courses taken. The undesirable attitude toward school is found quite as frequently among pupils making high scores as among pupils making low scores.
2. One of the problems of the full-time school, as well as the part-time school, is to make such adjustments that more pupils will enjoy their school life.
3. About one-half of the pupils are eliminated for reasons practically beyond the control of the school. Home conditions and economic necessity remove about 50 per cent of the pupils eliminated.

4. Low mentality, low economic level, and unsuccessful school careers place the heaviest burden on the children least able to make adjustments for themselves.
5. The necessity for the improvement of home conditions through parental education, or some other means, is evident if boys and girls are to have the advantage of continued education.

REFERENCES IN CHAPTER VII

- BURDGE, H. G. Our boys. State of New York, Military Training Commission, Bureau of Vocational Training, 1921.
- HOPKINS, L. T. The intelligence of continuation-school children in Massachusetts. Harvard University Press, 1924.

SUPPLEMENTARY REFERENCES

See classified list of investigations in the appendix.

CHAPTER EIGHT

THE INVESTIGATION AND ITS IMPLICATIONS

The reasons for the withdrawal of pupils from school before completing a high-school course have been investigated by many persons from many different angles. Usually the testimony of the pupils, themselves, has been the chief source of data, and almost invariably it has been found unsatisfactory. This is not surprising, since pupils are not skilled in analyzing underlying reasons for their actions.

Various investigators have secured other data to give a clearer picture of the nature of the children who leave school early. A study of the nationality, mentality, school record, economic status, and home conditions of the pupils has usually yielded significant data.

This investigation deals with these same factors. Little which is entirely new has been added, but a more complete case study was made of each child than has been reported by other investigators. And, as a further refinement of the method, a control group of unselected high-school pupils was studied to give a better basis for judging the importance of certain factors through a comparison of the likenesses and differences between the two groups of pupils. Nor is the control group new in investigations of this character. Dr. Woolley used this method in Cincinnati and J. R. Stine used it in Ohio, but due to lack of funds, Dr. Woolley was unable to secure complete social data regarding her control group (Woolley, pp. 712, 713) and Stine did not present social data for either group in his report of the Ohio investigation. (Stine, p. 67 ff.) The results of the Oakland investigation seem to indicate that the social and economic factors are quite as valuable as the psychological and scholastic factors in determining the causes of withdrawal from school.

THE USE OF THE DATA

In the recently amended Continuation-education Act in California the only prescription in regard to instruction in the continuation school is that it shall meet the needs of the pupils enrolled. In meeting these needs any community which found its continuation-school enrollment similar to that described in this study must be prepared to cope with very definite problems in regard to personnel, curricula, and organization.

The continuation school must, for example, be prepared to:

1. Serve more boys than girls.
2. Recognize that half its pupils come from homes more or less unfamiliar with American standards and traditions, but often with a culture of their own.
3. Create an appetite for education in pupils who have had an unsuccessful school career and who have left school with an antagonistic or indifferent attitude toward education.
4. Show the value of education to pupils whose parents have had little schooling.
5. Prepare curricula for pupils whose mentality covers the whole range of possible scores on the Terman group test, but whose average score is 30 points lower than the average score of high-school pupils of the same age.
6. Prepare curricula for pupils, half of whom have attained the low tenth grade or higher, and half of whom left grades four to nine.
7. Develop methods of instruction as well as curricula for pupils, a majority of whom have left school with a record of one or more failures in their last term.
8. Provide instructional material for pupils, many of whom have less than 25 books in their homes.
9. Train for wage earning, at least one-fourth of its pupils who come from homes where the economic level is low and who must find employment immediately.
10. Plan vocational curricula for pupils 16 to 18 years of age who, for the most part, will enter strictly junior jobs and whose fathers in the ratio of 7 out of 10 are engaged in manufacturing and mechanical trades, in transportation, and in personal service.
11. Guide pupils who, on the average, come not only from a lower social level than the average high-school pupil, but who also come from homes whose index on the Whittier scale is only a fraction higher than the average home index of the boys sent to the Whittier State School.
12. Have an organization and staff equipped to deal with social, educational, economic, and emotional problems as well as vocational problems.
13. Provide social activities for pupils, half of whom have not previously participated in the social organizations of the school, and 94 out of 100 of whom have not been leaders in such activities.

14. Deal with pupils who present individual problems and cannot be represented by means or medians; who present a wide range in mentality, in grade attained, in social and economic level, and in home conditions.

The regular schools, on the other hand, if they would serve a larger proportion of the pupils over 16 years of age must:

1. Know more about pupils before they decide to leave school, and allow the withdrawal of only such pupils as can be better served through employment and continuation education.
2. Interest parents whose educational standard is low in extending the educational opportunities of their children.
3. Prepare curricula for pupils most of whom will not continue their education in higher institutions of learning.
4. Prepare, for pupils of limited mentality, curricula which spreads horizontally instead of vertically.
5. Prepare to reduce future elimination from school by promoting adult classes in parental education and training pupils in the appreciation of home responsibilities and relationships.

MAKING AN INVESTIGATION

If a school system is concerned with the problem of the eliminated pupil and wishes to establish a policy in regard to the elimination of pupils from school, certain practical suggestions regarding the securing of the necessary data may be of value.

The staff of assistants who made this survey possible consisted of a trained social case worker who had had some teaching experience, and a number of graduate students who, together, did the work which one other full-time worker might have accomplished. The investigation was in progress for ten months. In addition, about half the time of a secretary was necessary to complete records and prepare card files and lists for various purposes. The visiting teacher had a car and most of the time spent eight hours a day, five days a week, interviewing pupils or making home calls.

The schedules used appear in the appendix. Items originally included, which were not summarized in this report of the findings, are omitted from the blanks.

The labor of tabulation would have been decreased considerably if Hollerith cards or, for a small group, Findex cards had been used instead of a longer method of tabulation. A list of the tabulated items also appears in the appendix to suggest to other investigators the items for which lists or card files may be prepared before beginning an investigation.

The cost of collecting the data for such an investigation and making the first gross tabulation was about six dollars for each pupil investigated. A period of ten months was necessary for the completion of 470 cases.

THE NEXT PROBLEMS

After a school has made such a survey, has discovered the amount of maladjustment and has estimated its own share of responsibility for it, a number of philosophical and experimental problems present themselves for solution.

1. How can the school make the adjustments necessary to retain longer any large share of the pupils now eliminated?
2. Should the adjustment be in size of classes, in training of teachers, in methods of instruction, in new courses, in guidance program, or in visiting-teacher service?
3. Can the school afford to make the adjustments necessary to retain a given percentage of pupils now eliminated?
4. On what basis of selection should further retention in school be made, or on what basis should elimination be allowed?
5. If it is the responsibility of the part-time school to care for *all* the pupils under 18 years of age who are eliminated from school, what should be its organization, curricula, and equipment?

Until the first four questions are answered the last problem cannot be solved. The child eliminated from school is not "the working child," nor "the poor child," nor "the stupid child," but all of these and others who are now enrolled in the continuation school. Must this school have many aims or should it be limited to one? Should it be a vocational school, a laboratory in which special adjustment problems can be solved experimentally, a social agency for rehabilitation, or a clearing house for the re-direction of maladjusted or underprivileged pupils?

All of these questions and more are waiting to be solved when the full-time school faces its problem and defines its own stand in regard to elimination of pupils from school.

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DATA TABULATED FOR THE INVESTIGATION

Personal data.

1. Age on a given date in years and months.
2. Nativity of child, native or foreign.
3. Nativity of parents, United States, foreign, or mixed.
4. Test scores corrected to a given date in steps of 10 points.

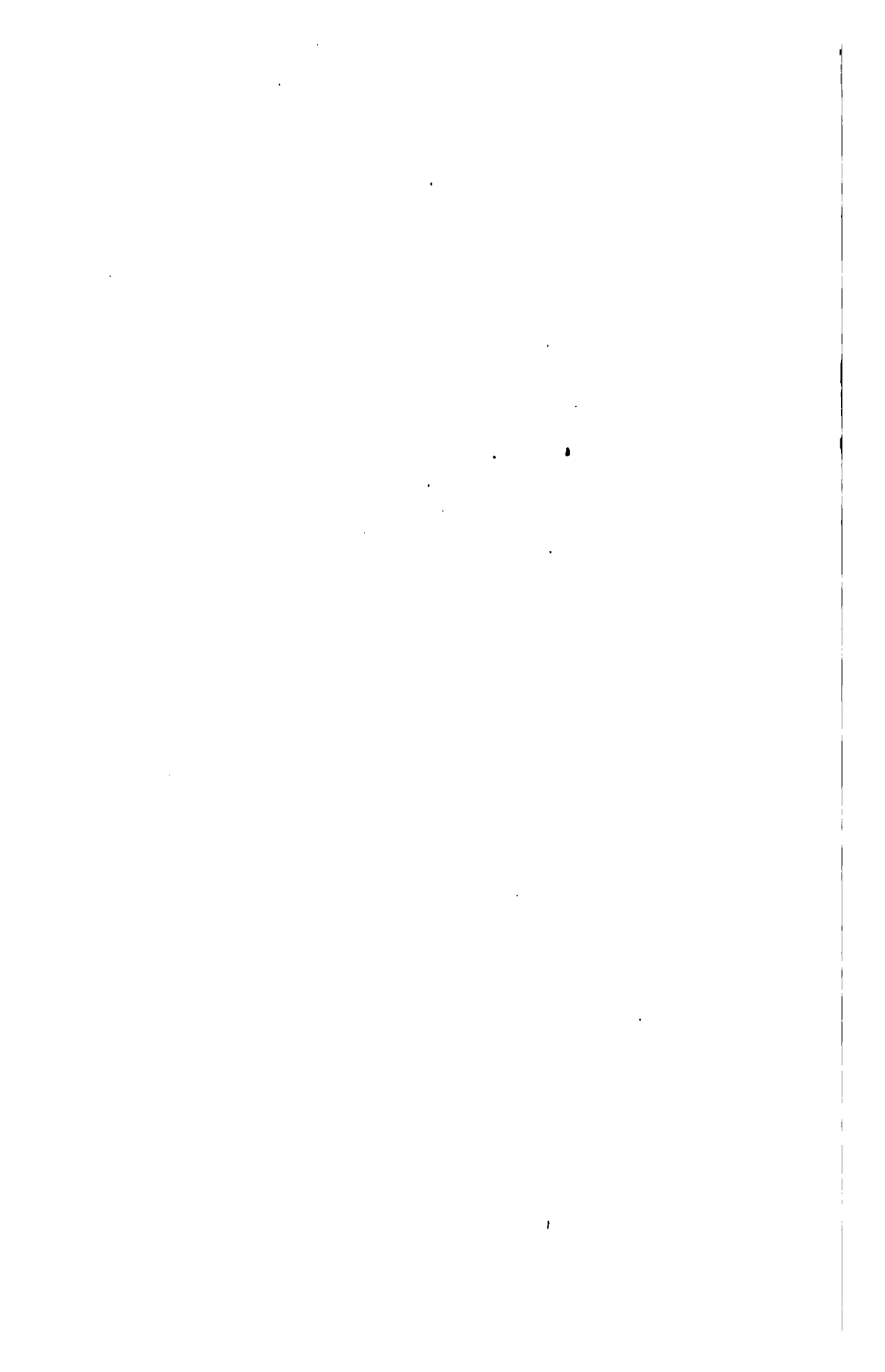
School data.

1. Age at entering school in six-months steps.
2. Number of years in school by half-years.
3. Grade completed on a given date—by half-years.
4. Number of failures in school subjects at close of a given term.
5. Years of schooling of the parents with the most education in such divisions as:
 - a. Sixth grade or less.
 - b. Seventh and eighth grade.
 - c. High school.
 - d. More than high school.
6. Attitude of the pupil toward school by predetermined categories.
7. Social tendencies.
 - a. Membership or lack of membership in school organizations.
 - b. Officer or other executive position in a school organization.
8. Anti-social tendencies.
 - a. Truant.
 - b. Disciplinary case.
 - c. Social problem.

Home and family data.

1. Parental conditions.
 - a. Child living with both parents.
 - b. Child living with one parent, the other being dead, divorced, or separated.
 - c. Child living with one parent and a step-parent.
 - d. Living with relative.
 - e. Living with guardian or employer.
2. Number of children in the family—older, younger.
3. Number of persons in the home.
4. Home rating.
 - a. Score on each of a number of predetermined items and total score.
 - b. Number of books in the home in steps of 25.
 - c. Number of persons to a room in steps of .5.
5. Social and economic data.
 - a. Occupation of the father—seven categories.
 - b. Mother a wage-earner or not.
 - c. Child a wage-earner.
 - 1) Never.
 - 2) While in school.
 - 3) After leaving school.
 - d. Valuation of the home in steps of \$500.
 - e. Rentals paid in steps of \$5.00.
 - f. Income of the family as above or below a set standard for each child under and over 16, and for each adult.
 - g. Presence or absence of large recent emergency expenditure.
 - h. Presence or absence of family name in files of Social Exchange.
 - i. Presence or absence of certain conveniences, telephone, automobiles, etc.
6. Reasons for leaving school or remaining in school in any number of desired categories.

SCHEDULES USED



CASE RECORD

No.

School file no.

Date entered in part-time.

Name. Sex. Date of birth. Place.

Address. Phone. Living with.

Father. Address. Occupation. Birthplace.

Mother. Address. Occupation. Birthplace.

Guardian. Address. Occupation. Birthplace.

Program in part-time: Day. Hours. Sub. and teachers.

Age at leaving school. Age on enrolling in part-time. Age June 10, 1926.

School last attended. City. Grade. Section.

Reasons given by child for leaving school.

Number weeks in school after 16. Number weeks unemployed after leaving school.

Psychological data:	Date	Test	Score	Corrected score
				
				
				

Teachers' rating of: Scholarship. Capacity. Application.

School record of: Scholarship. Conduct.

Number schools attended. Number years in public schools. in private.

Names of schools attended	Location	Grades	Compl.	Age entered	Age left	Cause of transfer
.....						
.....						
.....						
.....						

Number half years: Skipped. Repeated.

Easy subjects. Hard subjects.

Occupational data	While in school. Before. After. Ev. Sat. Sun.	Vacations		Since leaving school		
		Summer	Christ- mas	First empl. Payroll job	Second empl. Payroll job	Third empl. Payroll job
Job name.						
Firm name.						
Location.						
Type of ind.						
Hours of day.						
Wage per week.						
Amt. to family.						
Date taken.						
Reason for.						
Date left.						
Reason for.						
Duration.						
Special training.						
Op. for adv.						

Remarks:

DATA FROM PREVIOUS SCHOOL

File no.

Name of child.....Name of school.....
Address.....Person interviewed.....Position.....

GRADES LAST TERM IN SCHOOL

Subject	Term	Grade	Date	Subject	Term	Grade	Date

Indications of maladjustment:

Premature attempt to carry advanced work.....Poor choice of courses.....
Advanced.....half years for age. Retarded.....half years for age. Ill health.....
Poor preparation for work taken.....Too large for grade.....Malnutrition.....
Irregular attendance.....Cause.....
Truant.....Number times reported.....Disciplinary case.....Nature of offences.....
Other reasons.....

Social or anti-social tendencies:

Did he play with other children at school.....; older.....; same age.....; younger.....
Was he considered a leader among children?.....Unsociable?.....Gregarious?.....

School activities: Extra-curricular:

	School team	Class team	Committee	Clubs	Plays
Member.....					
Part taken.....					
Officer.....					

Other remarks:

Date of interview.....
Interviewer.....

Name..... File no.....

FAMILY DATA

Family members	Age	Race	Na-tivity	Citizen	Educa-tion	Separ-ated	Di-vorced	De-serted	Re-mar-ried	Widowed
Own father.....										
Own mother.....										
Brothers.....										
1.....						Financial condition				
2.....										
3.....										
4.....										
5.....										
Sisters.....										
1.....										
2.....										
3.....										
4.....										
5.....										
Propositus.....										
Others in house.....										
						Prop-erty owned	Nature of prop-erty	Value of prop-erty	Ownership	
									Clear	Buying
						Busi-ness				
						Home				
						Other				
						real				
						Per-sonal				
						Furni-ture				
						Auto				
						Mo.rent	House	Garage	Car	Other
										Total

OCCUPATIONAL DATA

Member	Occupation	Present job	Firm	City	Earns, can earn	Unem-ployed	Why	Dura-tion	Regular work
Father.....									
Mother.....									
Others:									
1.....									
2.....									
3.....									
4.....									

Recent emergency expenditures..... Amount.....

Remarks:

School data.

1. Age at entering school in six-months steps.
2. Number of years in school by half-years.
3. Grade completed on a given date—by half-years.
4. Number of failures in school subjects at close of a given term.
5. Years of schooling of the parents with the most education in such divisions as:
 - a. Sixth grade or less.
 - b. Seventh and eighth grade.
 - c. High school.
 - d. More than high school.
6. Attitude of the pupil toward school by predetermined categories.
7. Social tendencies.
 - a. Membership or lack of membership in school organizations.
 - b. Officer or other executive position in a school organization.
8. Anti-social tendencies.
 - a. Truant.
 - b. Disciplinary case.
 - c. Social problem.

Home and family data.

1. Parental conditions.
 - a. Child living with both parents.
 - b. Child living with one parent, the other being dead, divorced, or separated.
 - c. Child living with one parent and a step-parent.
 - d. Living with relative.
 - e. Living with guardian or employer.
2. Number of children in the family—older, younger.
3. Number of persons in the home.
4. Home rating.
 - a. Score on each of a number of predetermined items and total score.
 - b. Number of books in the home in steps of 25.
 - c. Number of persons to a room in steps of .5.
5. Social and economic data.
 - a. Occupation of the father—seven categories.
 - b. Mother a wage-earner or not.
 - c. Child a wage-earner.
 - 1) Never.
 - 2) While in school.
 - 3) After leaving school.
 - d. Valuation of the home in steps of \$500.
 - e. Rentals paid in steps of \$5.00.
 - f. Income of the family as above or below a set standard for each child under and over 16, and for each adult.
 - g. Presence or absence of large recent emergency expenditure.
 - h. Presence or absence of family name in files of Social Exchange.
 - i. Presence or absence of certain conveniences, telephone, automobiles, etc.
6. Reasons for leaving school or remaining in school in any number of desired categories.

SCHEDULES USED



CASE RECORD

No. School file no.
 Date entered in part-time.
 Name Sex Date of birth Place
 Address Phone Living with
 Father Address Occupation Birthplace
 Mother Address Occupation Birthplace
 Guardian Address Occupation Birthplace
 Program in part-time: Day Hours Sub. and teachers
 Age at leaving school Age on enrolling in part-time Age June 10, 1926
 School last attended City Grade Section
 Reasons given by child for leaving school
 Number weeks in school after 16 Number weeks unemployed after leaving school

	Date	Test	Score	Corrected score
Psychological data:				

Teachers' rating of: Scholarship Capacity Application
 School record of: Scholarship Conduct
 Number schools attended Number years in public schools in private

Names of schools attended	Location	Grades	Compl.	Age entered	Age left	Cause of transfer

Number half years: Skipped Repeated
 Easy subjects Hard subjects

Occupational data	While in school. Before After Ev. Sat. Sun.	Vacations		Since leaving school		
		Summer	Christ- mas	First empl. Payroll job	Second empl. Payroll job	Third empl. Payroll job
Job name						
Firm name						
Location						
Type of ind.						
Hours of day						
Wage per week						
Amt. to family						
Date taken						
Reason for						
Date left						
Reason for						
Duration						
Special training						
Op. for adv.						

Remarks:

DATA FROM PREVIOUS SCHOOL

File no.....

Name of child.....Name of school.....
Address.....Person interviewed.....Position.....

GRADES LAST TERM IN SCHOOL

Subject	Term	Grade	Date	Subject	Term	Grade	Date

Indications of maladjustment:
Premature attempt to carry advanced work.....Poor choice of courses.....
Advanced.....half years for age. Retarded.....half years for age. Ill health.....
Poor preparation for work taken.....Too large for grade.....Malnutrition.....
Irregular attendance.....Cause.....
Truant.....Number times reported.....Disciplinary case.....Nature of offences.....
Other reasons.....

Social or anti-social tendencies:
Did he play with other children at school.....; older.....; same age.....; younger.....
Was he considered a leader among children?.....Unsociable?.....Gregarious?.....

School activities: Extra-curricular:

	School team	Class team	Committee	Clubs	Plays
Member.....					
Part taken.....					
Officer.....					

Other remarks:
Date of interview.....
Interviewer.....

Name.....

File no.

FAMILY DATA

Family members	Age	Race	Na-tivity	Citizen	Educa-tion	Separ-ated	Di-vorced	De-serted	Re-mar-ried	Widowed
Own father.....										
Own mother.....										
Brothers.....										
1.....						Financial condition				
2.....									Ownership	
3.....									Clear	Buying
4.....										
5.....						Prop-erty owned	Nature of prop-erty	Value of prop-erty		
Sisters.....										
1.....						Busi-ness				
2.....						Home				
3.....						Other				
4.....						real				
5.....						Per-sonal				
Propositus.....						Furni-ture				
Others in house.....						Auto				
						Mo.rent	House	Garage	Car	Other Total

OCCUPATIONAL DATA

Member	Occupation	Present job	Firm	City	Earna. can earn	Unem-ployed	Why	Dura-tion	Regular work
Father.....									
Mother.....									
Others:									
1.....									
2.....									
3.....									
4.....									

Recent emergency expenditures..... Amount.....

Remarks:

Luxuries—(continued)

Electrical appliances			Telephone	Automobile			Magazines	
Washing machine	Iron	Other		Kind	Model	Paid for	Number	Titles

Conveniences:

For cooking					For heating					
Gas	Electric	Oil stove	Range	Cook stove	Furnace	Fireplace	Gas	Oil stove	Wood stove	None except in kitchen

For light: Electricity..... Plain fixtures..... Ornamental fixtures..... Gas..... Lamps.....

7. Light and ventilation:

Plenty	Inadequate	Dark	Airy	Close	Stuffy	Foul

8.

House			Porch			Yard			
Good repair	Need paint	Need repair	Clean	Untidy	Need repair	Large	Medium	Small	None

Lawn: Condition..... Flowers.....

9. Home atmosphere:

Father able to work..... Unwilling..... Can't find..... Hours away from home.....
 Mother outside home..... Hours per day..... Finds it necessary..... Desirable.....
 Is there harmony between father and mother?..... If not, cause.....
 Father's interest in child shown by..... Mother's interest shown by.....
 Partiality shown to propositus by..... Shown to other children by.....
 Nagging of propositus by..... Step-father in home..... Step-mother in home.....
 Number step-children in home..... Boys..... Girls..... Half-brothers..... Half-sisters.....
 Duties of pupil in the home..... Time required.....
 Reason given by home for child leaving school { 1. Ref.....
 2. Ref.....

10. Home index—Whittier Scale:

Necessities	Neatness	Size	Parental condition	Parental supervision	Total

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